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The Institutional Army, FY1975 – FY2002

John R. Brinkerhoff

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John R. Brinkerhoff

PREFACE

This is the final report on the task entitled “Organization and Manning of the Institutional Army,” performed by the Institute for Defense Analyses for the Office of the Director, Program Analysis and Evaluation.

Mr. Daniel L. Cuda of IDA was the technical reviewer of this paper.

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SUMMARY

This report is the culmination of 18 months of investigation into the Army's force structure. The objective of the research was to determine how the Institutional Army behaved in response to changes in the Army's overall size and strength and to test the hypothesis that the Army's overhead was greater in recent years than in earlier years. To do this work, it was necessary to define the Institutional Army, find a database that would provide adequate detail, and establish a way to subdivide the Institutional Army into logical and useful subcategories. For this report, personnel strength was the parameter used to represent the organization of the Army and the distribution of resources to various missions and functions. The analysis includes Active, Guard, and Reserve military strength and civilian employees.

The Institutional Army is that part of the Army that performs the Title 10 functions to raise, maintain, and sustain the Army. Initially, the Army was divided into two parts: an Expeditionary Army and the Institutional Army. But as the work progressed, it became apparent that the Army was doing things that contributed neither to the Expeditionary Army nor to the Title 10 functions. These programs and activities were assembled into a third major part of the Army, which was called Army Support of Non-Army programs. These programs and the resources devoted to them are outputs of the Army; they are overhead to the entire Department of Defense, but they are not overhead for the Army. The non-Army programs were organized into three subcategories: Strategic Forces, Support of Non-Army Organizations, and Defense-Wide Programs. In recent years, the Army has devoted few resources to Strategic Programs, but if the Army is assigned a major role in CONUS Missile Defense, these programs would become a fourth major part of the Army.

Once the two output parts of the Army were defined, it was possible to address the remainder—the Institutional Army. During the process of dividing the Institutional Army into coherent and well-defined subcategories, classification problems became evident. Many of these problems were resolved by working at the program element level of detail, but even at that level, it became apparent that it was difficult to construct a completely satisfactory system for understanding the Institutional Army. After much

trial and error, it was possible to establish programs and subprograms for the Institutional Army that make sense overall, even though some of the contents are still puzzling.

The final product of the analysis is a new way to look at the Army, called the Army Force Management Categories. The Army Force Management Categories are designed to provide well-bounded areas of effort that can be matched well to workloading factors, so that it is possible to make informed judgments on the amount of “overhead” the Army needs to support adequately both the non-Army programs the Army is required to do as well as an Expeditionary Army of a particular size and shape. This process of discovery revealed some problems with the way the Army and its two Reserve components account for personnel and funding. Suggestions for improving both the structure and application of the FYDP accounting system are included in the report.

I. INTRODUCTION

This paper defines the Institutional Army in terms of its functions so that judgments can be made on its size and composition.¹ In broad terms, the Institutional Army is that part of the total Army that provides general or central support for other elements of the Army that support the accomplishment of missions and programs external to the Army. The Expeditionary Army provides combat and support capability to the unified commands for the conduct of military operations. The Army also provides personnel and services to support non-Army activities of DoD. A detailed explication of this broad concept was developed heuristically by examining and aggregating program elements into logical, coherent programs.

The overall task was to define and assess the Institutional Army by performing a historical survey of the Army force structure, personnel strength allocations, and funds spent on operational and support forces from the end of World War II until present day. The task proved more complex than anticipated and a sequential approach evolved, resulting in four interim papers:

- IDA Document D-2460, *Army TOE and TDA Personnel FY1979-FY1999*, June 2000
- IDA Document D-2498, *Army Combat Potential FY1962-FY0000*, January 2001
- IDA Document D-2563, *Army Personnel by Defense Mission Categories FY1962-FY2000*, May 2001
- IDA Document D-2624, *Case Studies on Selected Institutional Army Functions FY1975-FY2002*, June 2001

These papers addressed and resolved the central issue of whether the Army had increased its overhead unduly in recent years, but none of them provided a satisfactory method of describing the Institutional Army and its place in the total Army.

This final report describes and evaluates the composition of the United States Army as it is recorded in the Future Years Defense Program (FYDP) for the FY2002

¹ The Army uses the term “Generating Force” to describe that part of the Army that creates and sustains the operating forces and the term “Deployment Support Force” for that part of the Army that helps the Expeditionary Army move to a theater of operations. I prefer the term “Institutional Army,” which covers both of these sets of support activities.

Budget Estimate Submission for fiscal years 1975 through 2007. Data submitted to the FYDP is the official report of the Secretary of the Army to the Secretary of Defense on Army programs. It is hoped that the detailed information provided here will facilitate judgments as to the Institutional Army's appropriateness to support the Army's contributions to DoD's operational forces and activities. The first method tried was to define the Institutional Army as the part of the Army organized into Table of Distribution and Allowance (TDA) units and the Expeditionary Army as the part of the Army organized into Table of Organization and Equipment (TOE) units. This approach was inadequate. The available data failed to provide enough detail to understand what the units were doing. The distinction between TDA and TOE units was not precise enough to establish the boundary between the Expeditionary Army and the Institutional Army. The units that provide support to organizations outside of the Army are TDA units. A comparison of 20-year trends in the balance between personnel in TOE units and personnel in TDA units failed to show an undue increase in TDA unit strength. The results of this work are reported in IDA Document D-2460, *Army TOE and TDA Personnel FY1979–FY1999*, June 2000.

The second method was to measure the efficiency of the Army in terms of the aggregate numbers of combat battalions that were sustained by the total strength of military personnel of all components and civilian employees. A comparison of the number of military and civilian personnel required to produce a single, generic combat battalion from FY1962 to FY2000 does not support a hypothesis that the Institutional Army has increased disproportionately. Indeed, the trend in this measure suggests that the Army has become more efficient than it was in the 1960s. However, this analysis failed to define the Institutional Army in terms of its work or its personnel and failed to take into account Army missions other than producing combat battalions. The results of this work are reported in IDA Document D-2498, *Army Combat Potential FY1962–FY2000*, January 2001.

The third method was to examine in the functional organization of the Army by distributing total military personnel and civilian employees into the various subcategories of the Defense Mission Categories (DMCs). This analysis was very revealing but not entirely satisfying, for there were some subcategories that could not be entirely understood even at a third-order level of detail. The overall results of this analysis indicate that over the past 39 years, the Army has been able to devote a smaller proportion of its total military and civilian personnel to the support functions and in that

respect has become slightly more efficient. This cannot be a final conclusion until the effects of internal transfers and contracting out can be considered in subsequent analyses. The results of this work are reported in IDA Document D-2563, *Army Personnel by Defense Mission Categories FY1962–FY2000*, May 2001.

The DMC methodology led to three significant outcomes that influenced the direction of the remaining research. One was to develop a reasonable working definition of the Expeditionary Army—that part of the Army that would deploy overseas to conduct military operations. The second was the discovery of a significant amount of overhead in the Land Forces DMC. The third was the discovery of significant resources devoted to the support of non-Army programs. The overall result of this work was that the FYDP and DMC descriptions of the Army were not helpful in defining either the output or the composition of the Institutional Army

The fourth method was to examine in detail eight case studies suggested by the previous work. Actual and adjusted manpower and funding data from the FYDP for the FY2002 Budget Estimate Submission were applied at the program element level of detail. The DMC selected for detailed analysis were supply operations, maintenance operations, research and development, personnel acquisition, training, special operations forces, training support forces, and management headquarters. Each of these case studies takes a different approach, and each of them finds no evidence to support the hypothesis that Army overhead has increased. The results of this work are reported in IDA Document D-2624, *Case Studies on Selected Institutional Army Functions*, June 2001.

This paper defines and explains the Institutional Army by combining the methods of previous papers. The Army is described at one point in time (the end of FY2002) to the basic program element level of detail provided by the FYDP. Trends in manpower and funding are traced for the 28-year period from FY1975 to FY2002. A new approach is taken to identify the Institutional Army and its internal organization as categories and subcategories based on an appreciation for what the Army does and how it organizes to do it.

II. UNDERSTANDING THE ARMY

The Army is a complex organization. Before we can analyze it, we need to understand how the various parts fit together and their relative cost. The first step is to state what the Army's job is in DoD—what it does. Once that is understood, it is

possible to divide the Army into its major categories. This is not a trivial matter, for what the Army does is not exactly what either its leaders or its critics believe that it does. Major changes that were initiated 20 years ago are coming to fruition and, among other things, require a different approach in assessing the amount and kind of overhead the Army needs to do its job.

A. What the Army Does in DoD

The Army's role has continued to evolve since the passage of the Goldwater-Nichols Department of Defense Reorganization Act of 1986 and will change even more when the full consequences of that legislation are felt. The Goldwater-Nichols Act made explicit that the Army (and the other Services) trained military personnel, created military units, and marshaled and sustained military forces while the combatant commands conducted military operations. At one time, the Services were both providers and operators. That is no longer the case. Today, the military departments and defense agencies create and sustain the wherewithal for military operations, but the commanders of the unified commands marshal the forces and conduct military operations. In the overall organization of DoD, the Department of the Army is in an administrative chain of command, while the unified commands, joint task forces, and Army (and other service) component commands are in an operational chain of command.

Under the terms of the Goldwater-Nichols Act of 1986 and subsequent adjustments, the Army's job is to provide military capability (products) to other organizations that will employ them (customers). The Army product line includes military units, military personnel, civilian employees, services, equipment, and supplies.

The Army's customers for these products include the following:

- The Unified Commands

- The Office of the Secretary of Defense (OSD)

- OSD Activities

- Defense Agencies

- The Joint Staff, Joint Headquarters, and Joint Activities

- Defense-wide Programs

- Other Federal Agencies

- International and Combined Headquarters and Activities

In this construct, the Institutional Army is a “factory” that produces people, goods, and services, and the Expeditionary Army is an “inventory” of personnel, units, equipment, supplies, and services, some or all of which is “leased” (with a lifetime warranty and service contract) to its customers. The Army “loans” personnel to provide an Army presence in other DoD components, international military organizations, and Federal departments and agencies outside of DoD. The Army also provides services to other agencies, such as managing the conventional ammunition program for the other Services and the chemical demilitarization program for DoD. Table 1 shows the Army’s products and the customers who make use of the various products.

Table 1. Army Products and Customers

Customers	Units	Military Personnel	Civilian Employees	Services	Equipment and Supplies
Unified Commands	Yes	Yes	Yes	Yes	Yes
OSD & Defense Agencies	No	Yes	Yes	No	No
Joint HQs & Activities	No	Yes	Yes	No	No
Defense-wide Programs	Yes	Yes	Yes	Yes	Yes
Other Federal Agencies	No	Yes	Yes	No	No
International Programs	No	Yes	Yes	No	No

The Unified Commands shown in table 2 are by far the biggest customers for the Army. There are two kinds of unified commands: combatant and functional. Combatant commands conduct military operations that accomplish missions as assigned by the President and Secretary of Defense. Functional commands perform specialized functions that assist the combatant commands.

Table 2. DoD Unified Commands

Combatant Commands	Functional Commands
European Command	Joint Forces Command
Central Command	Transportation Command
Southern Command	Special Operations Command
Pacific Command	
Strategic Command	
Space Command	
North American Aerospace Defense Command	

Other customers for the Army are the following: The Office of the Secretary of Defense and its supporting activities; non-DoD agencies; international headquarters and activities; joint headquarters and supporting joint activities; Defense agencies; Defense-wide programs; strategic forces; and mobility forces. These are aggregated into a major category, Non-Army Program Support.

B. Army Force Management Categories

One result of the close examination of the Army's program elements in this project is the derivation of yet another method of rearranging those program elements to describe the Army. The Future Years Defense Program (FYDP) element structure alone does not suffice, and the Defense Manpower Categories proved to be inadequate for matching output and resources. The DoD Comptroller developed another language, the Force and Infrastructure Categories (FICs), which was designed initially to allow a focus on overhead and was later expanded to provide new ways of looking at the operating forces.² Each of these languages has merit, but none of them provides a satisfactory explanation of the Army.

The new language developed in this project is named Army Force Management Categories (AFMCs).³ AFMCs provide a basic division of the Army into three parts: the Expeditionary Army, which provides units to the combatant commanders; the Non-Army Support Programs, which use Army personnel and resources to support headquarters and organizations outside the Army and conduct DoD-wide programs and activities; and the Institutional Army, which creates, trains, and sustains the units, personnel, and resources for the first two categories. In essence, the first two parts provide the output of the Army, while the third part creates and sustains the first two, as well as itself. The remainder of this section describes the content of the Expeditionary Army and Army support for non-Army programs. Section III of the paper addresses the Institutional Army in some detail. The final section provides a summary of the Army and some observations on the result of this research.

² The IDA Cost Analysis and Research Division developed the FICs for the Comptroller. (See Ronald E. Porten, Daniel L. Cuda, and Arthur C. Yengling, *DoD Force and Infrastructure Categories: A FYDP-Based Conceptual Model of Department of Defense Programs and Resources*, IDA Paper P-3660, February 2002. Unfortunately, that work was completed before the present research was available to influence its content.

³ The name is in honor of the Army Force Management School, whose leader, LTG Richard G. Trefry (Ret.), and faculty were helpful in the performance of this work.

Personnel strength is used in this report to describe the size of the various parts of the Army's force structure. This is a useful descriptor, but it does not provide a complete view of the Army. For a complete description, it is necessary in addition to consider funding, capital equipment, and perhaps other things. Funding was used as a supplemental descriptor in two of the earlier reports of this series, and it does provide additional insights.

The description of each part of the Army and each of the major program groups of the Institutional Army includes a chart that shows content by subprograms and another chart that shows content by personnel type. This display shows Active, Guard, and Reserve component military personnel and total civilian employees.⁴ Finally, each description has a table showing the manpower spaces authorized for the end of FY2002 by program and component.

C. The Expeditionary Army

The Expeditionary Army is the set of Army units, personnel, and resources earmarked for use by the unified commands in military operations. The Expeditionary Army consists almost entirely of TOE units (battalions, separate companies, and detachments) and headquarters that command intermediate organizations ranging from brigades, divisions, corps, theater commands, and field armies to Army component commands of unified commands. Expeditionary Army units are either forward deployed or deployable to a theater of operations. Some TDA units may deploy entirely or in part to support military operations overseas. The principal role of the Army is to create, train, and sustain the Expeditionary Army.

Expeditionary Army units are allocated to the following unified commands: European, Central, Pacific, Joint Forces, and Special Operations.⁵ In the event of military operations in Latin America, units would be assigned as necessary to Southern Command. Military personnel and other Army resources assigned to or in support of Strategic Command, Space Command, and Transportation Command are not from the

⁴ The FYDP data permit identification of civilian employees by component, a useful approach for more detailed analysis.

⁵ The exact term for the relationship between joint commands and service units is "combatant command," or COCOM. This awkward term illustrates the ambiguous nature of the relationships between the operators and the providers. The traditional terms of "assigned" or "operational control" are studiously avoided in favor of new terms designed to water down the authority of the joint commands.

Expeditionary Army per se, although if the Army is assigned a missile defense role, those units would be allocated to Strategic Command and/or North American Aerospace Defense Command as part of the Army's Strategic Forces—a counterpart of the Expeditionary Army. The composition of the Expeditionary Army over the past 28 years is shown in the following four charts.

Figure 1 shows the personnel of the Expeditionary Army by major subcategories from the end of FY1975 to the end of FY2002. Figure 2 shows the same data expressed as a percentage mix. These charts show the transition of the program element structure from the Cold War version (tactical support and special mission forces) to the current structure (corps troops and theater troops). Special operations forces appear as a distinct category in 1989, when Congress established Special Operations Command and FYPD Program 11.

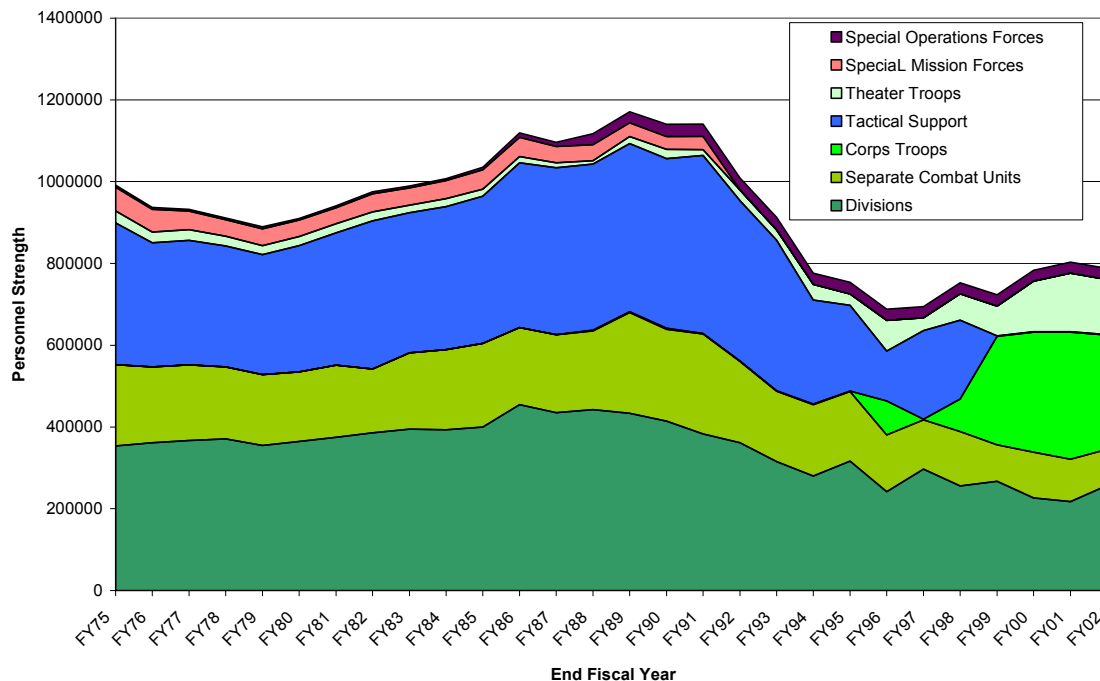


Figure 1. Expeditionary Army, FY1975–FY2002

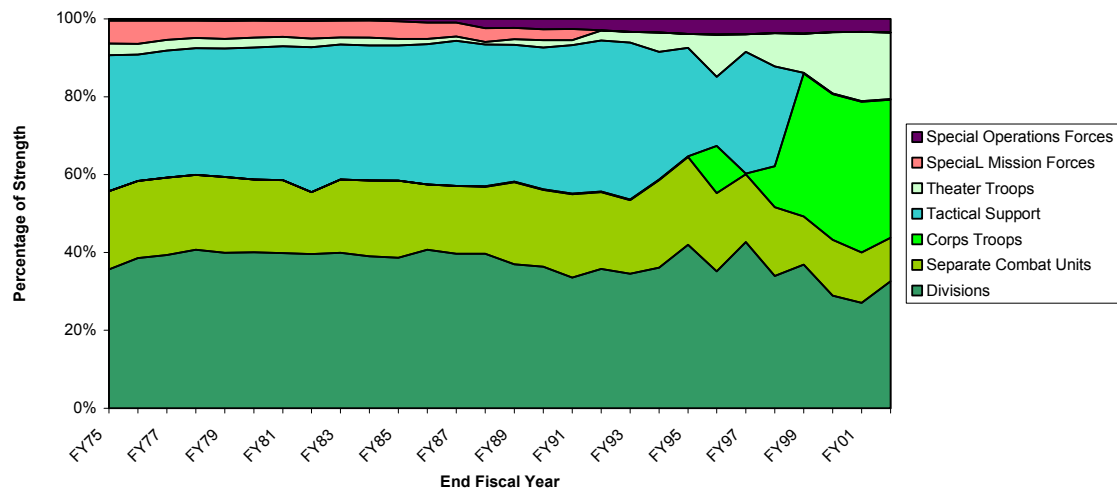


Figure 2. Expeditionary Army Mix, FY1975–FY2002

Figure 3 shows the breakout of the Expeditionary Army by component. The notable thing about this chart is the presence of civilian employees. According to Army doctrine, the Expeditionary Army ought to consist entirely of TOE units that are staffed only by military personnel. Thus, the presence of civilian employees requires some investigation. Figure 4 shows the identity of civilian employees by component. The Active Army had significant numbers of civilian employees in the Expeditionary Army until FY1998. These were almost entirely in the Tactical Support subcategory, and some of these program elements might better be included in the Institutional Army. Since FY1999, the Active civilians are (except for 14) in the Special Operations Forces. The Guard had civilians in the Expeditionary Army from FY1975 to FY1986, none from FY1987 to FY1998, and then a large number from FY1999 to FY2002. The Army Reserve has shown a significant number of civilian employees throughout the entire period.

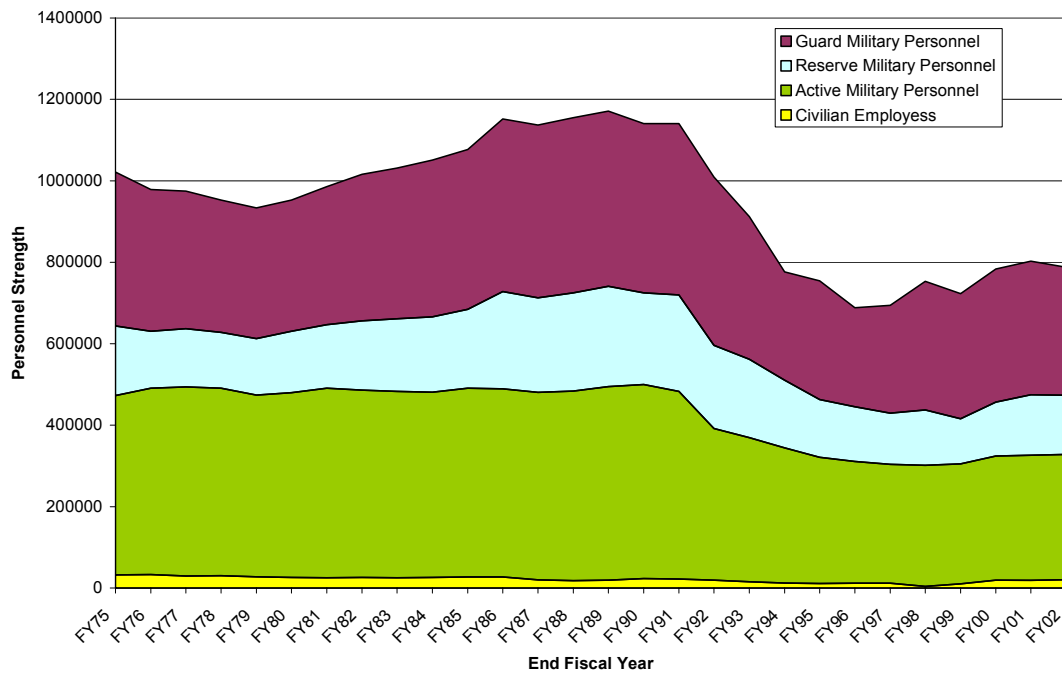


Figure 3. The Expeditionary Army by Personnel Type, FY1975–2002

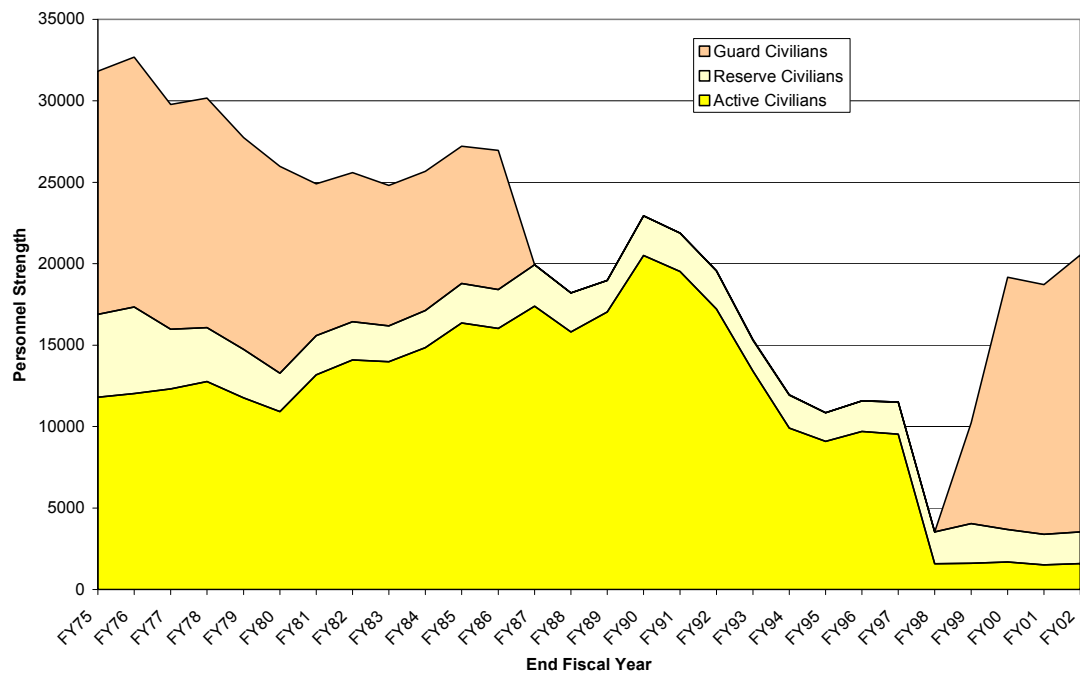


Figure 4. Expeditionary Army Civilians by Component, FY1975–2002

Table 3 shows the manpower authorizations for the Expeditionary Army at the end of FY2002 in the major categories established in the FYDP.

Table 3. Expeditionary Army Manpower, End of FY2002

(Programmed spaces in thousands)

	Active Military	Guard Military	Reserve Military	Total Military	Total Civilian	Total Army
Divisions	148,947	103,817	729	253,493	3,757	257,250
Separate Combat Units	19,317	65,350	696	85,363	2,511	87,874
Tactical Support	979	0	0	979	441	1,420
Corps Troops	87,523	97,612	89,204	274,339	5,211	279,550
Theater Troops	36,257	44,865	45,958	127,080	7,482	134,562
Special Operations Units	14,756	2,870	8,666	26,292	1,131	27,423
Total	307,779	314,514	145,253	767,546	20,533	788,079

The total of 20,533 civilians includes 1,586 for the Active Army, 17,008 for the Guard, and 1,939 for the Reserve. The identity of the civilian authorizations for the Guard and Reserve cannot be obtained from the FYDP database. They may be civilian technicians who are both civil servants and members of Guard and Reserve units, in which case they may be counted twice. Or they may be civilian employees in support of some of these units and allocated to them in program elements. The active civilians include 14 in Theater Forces, 441 in Tactical Support Units, and 1,131 in Special Operations Units. In the case of the Special Operations Units, all of the civilians and some of the military personnel are in headquarters and other support functions, but they are included in the Expeditionary Army because they cannot be distinguished in the FYDP from the operating units.⁶

The strengths of the Guard and Reserve units in the Expeditionary Army include about 24,000 Guard and 29,000 Reserve enlisted personnel who have not completed initial entry training and are ineligible to deploy overseas.

⁶ A single program element is used to show Army support for special operations forces of all components and kind. This is convenient for the Army but precludes analysis at the program element level of detail without special subelement detail.

The Expeditionary Army is the primary output of the Army, but there are also units and military personnel who contribute to a variety of operations that also constitute output for the Army.

D. Army Support of Non-Army Programs

The Army supports many organizations and programs outside the Army. There are three general kinds of support for non-Army activities: strategic forces, support for non-Army organizations, and support for Defense-wide programs.

1. Army Support for Strategic Programs

The Army maintains headquarters and small supporting activities for programs in support of the Strategic Forces of the Air Force and Navy. The Army had a major role in strategic defense during the first part of the Cold War and will play a major role again when a national missile defense system is deployed. In the meantime, the Army provides Army views and support for the joint headquarters and other activities devoted to strategic forces. When the Army assumes a major role in national missile defense, this set of programs will no longer be a “non-Army support” mission but will become the Army’s Strategic Forces—a major Army operational mission alongside the Expeditionary Army.

2. Army Support for Non-Army Organizations

Army military personnel and civilian personnel are assigned to the headquarters and supporting activities of agencies outside of DoD, international organizations, the Office of the Secretary of Defense, Defense agencies, the Joint Staff, Joint Activities, and the headquarters and joint activities of all of the unified commands. These headquarters and activities benefit from the military expertise and Army perspectives of Army personnel. And the Army provides trained and experienced civilian employees to some of these activities, sometimes paying for them as well. The Army also provides small amounts of equipment, supplies, and services to some outside organizations, particularly the unified command headquarters and activities that still have minuscule budgets for their own operations.

3. Army Support for Defense-wide Programs

The Department of Defense conducts several programs that apply to the entire department. Civilian employees and military personnel from the services and other DoD

components operate these programs. The Army's contribution to Defense-wide programs consists of military personnel, some civilian employees, funds, and small amounts of equipment, supplies, and services. Some Army units may also be assigned to these programs. Defense-wide programs are important to DoD but do not contribute to the creation of trained military units, trained military personnel, or the capability to sustain military operations. They are overhead for DoD, but not for the Army.

Figure 5 shows the breakout of non-Army support programs by the three categories discussed above. The number of personnel devoted to Army support of non-Army organizations has remained relatively stable over the 28-year period. However, there have been significant fluctuations in personnel for Defense-wide programs. The number of personnel devoted to strategic forces has averaged about 500 for the first 18 years of the period and about 200 for the last 10 years.

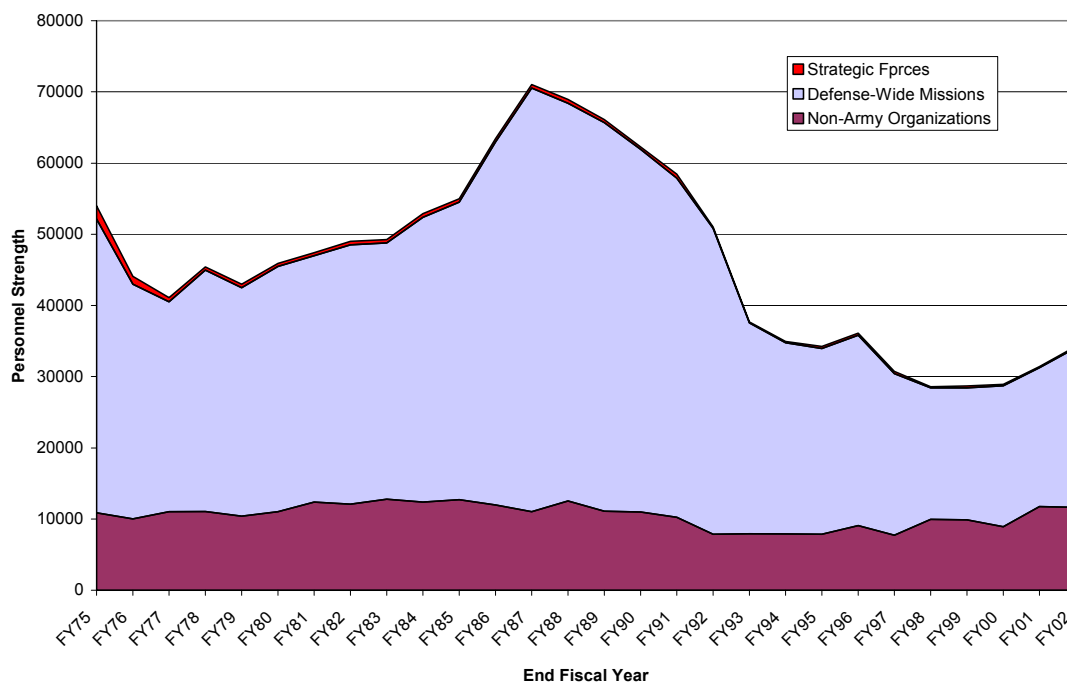


Figure 5. Army Support for Non-Army Programs, FY1975–2002

Figure 6 shows the personnel strength assigned to non-Army organizations. Support for non-DoD activities has decreased, and support for OSD and the Defense agencies has remained about the same. The number of personnel in international headquarters and activities has decreased since 1990. The number of personnel for Joint headquarters and activities has increased significantly in recent years, with more Guard and Reserve personnel assigned.

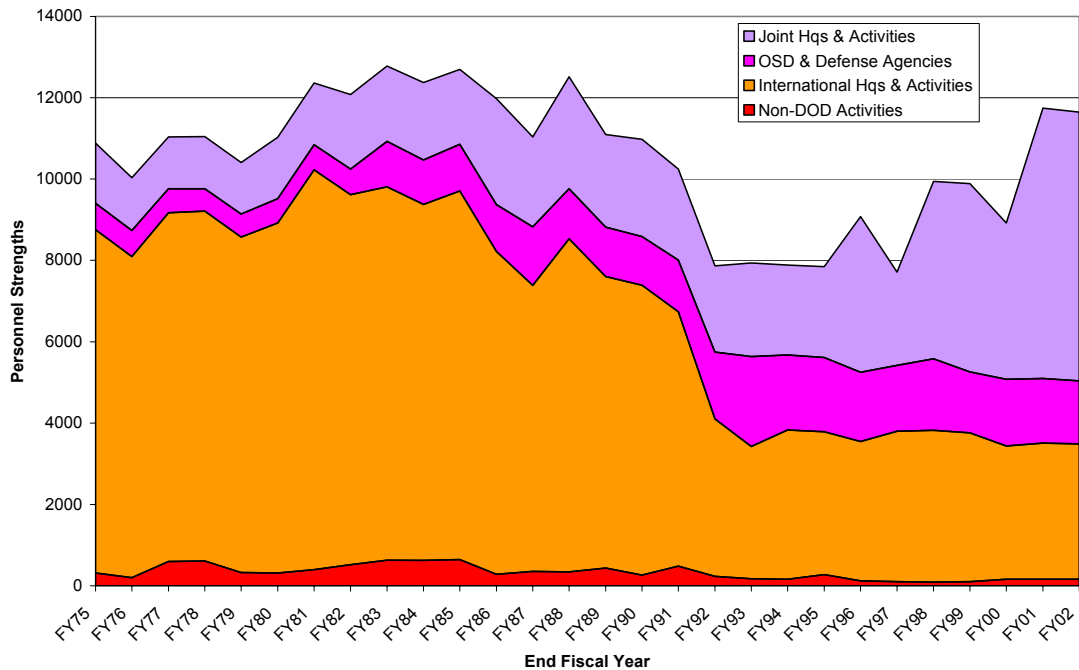


Figure 6. Army Support for Non-Army Organizations, FY1975–FY2002

Figure 7 shows Army support for Defense-wide programs. Defense-wide programs for intelligence and communications remain large but are smaller than during the 1980s. The Geophysical Activities program has declined in recent years from a large program to nothing. Two additional Defense-wide programs—the Chemical Agent and Munitions Destruction Program and the Base Closure and Realignment Program—have significant funding but show no personnel (even though Army personnel do work on them). Finally, a significant increase is programmed for the antiterrorism program in FY2002.

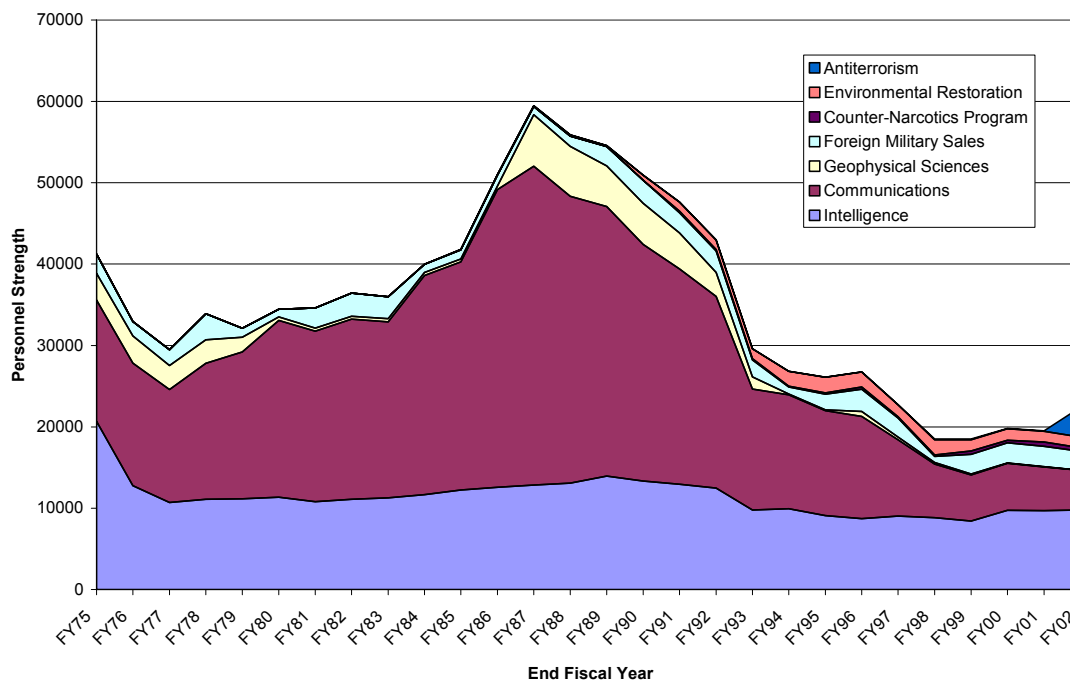


Figure 7. Army Support of Defense-wide Programs, FY1975–FY2002

Figure 8 shows the breakout of non-Army program support by component. For the first 25 years of this period, active military and civilians constituted the bulk of the personnel reported for these programs. In FY01 and FY02, significant numbers of Guard and Reserve military personnel are reported, primarily for joint headquarters and activities.

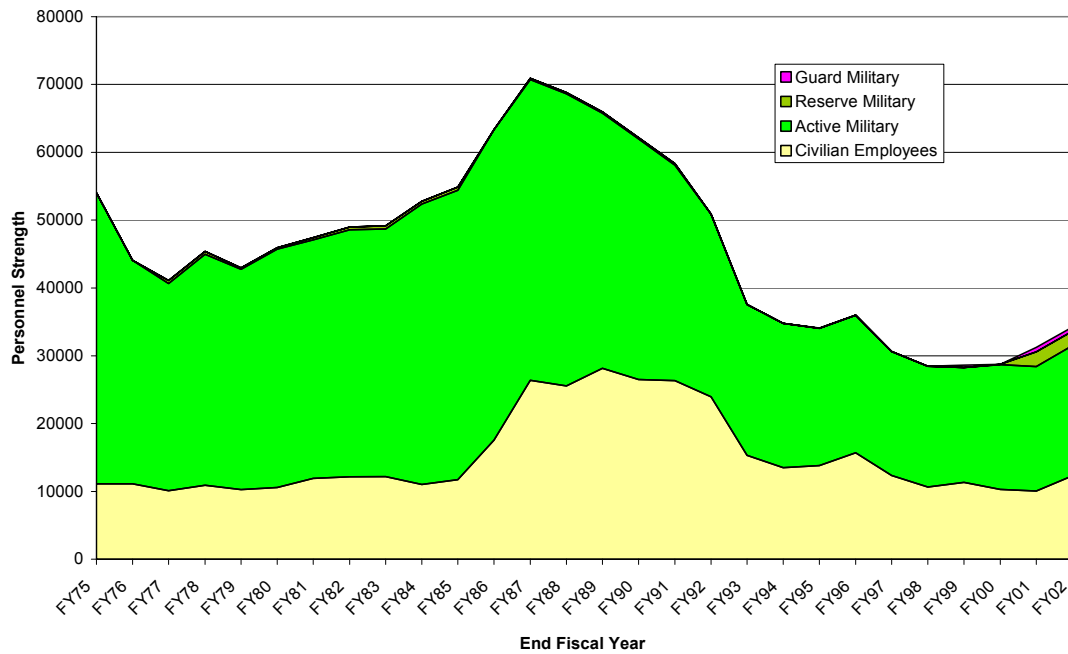


Figure 8. Non-Army Support by Component, FY1975–FY2002

Table 4 shows the manpower authorizations for non-Army programs at the end of FY2002.

Table 4. Army Support for Non-Army Programs, End of FY2002
(Manpower Authorizations)

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Strategic Programs	71	0	0	71	128	199
Support of Non-Army Organizations	7,615	518	2,153	10,286	1,359	11,645
International Hqs & Activities	2,774	0	0	2,774	557	3,331
Non-DoD Activities	162	0	0	162	0	162
OSD & Defense Agencies	1,403	0	0	1,403	145	1,548
Joint Hqs & Activities	3,276	518	2153	5,947	657	6,604
Defense-Wide Programs	11,504	83	1	11,588	10,804	22,392
Defense-Wide Intelligence Programs	7,564	0	0	7,565	2,193	9,758
Defense-Wide Communications Programs	1,948	0	0	1,948	2,958	4,906
Geophysical Sciences Program	0	0	0	0	0	0
Foreign Military Sales Program	516	0	0	516	1,819	2,335
Counternarcotics Programs	101	83	0	184	240	424
Chemical Agents & Munitions Destruction Program	0	0	0	0	0	0
Defense Environmental Restoration Program	0	0	0	0	1,299	1,299
Base Closure & Realignment Program	0	0	0	0	0	0
Antiterrorism Programs	1,375	0	0	1,375	2,295	3,670
Total Non-Army Support	19,190	601	2,154	21,945	12,291	34,236

III. THE INSTITUTIONAL ARMY

The Institutional Army provides trained units, trained personnel, experienced civilian employees, services, equipment, and supplies to the unified commands and other Army customers as required to execute the National Military Strategy. The Institutional Army is devoted to the performance of the Title 10 functions of the Department of the Army, shown in Figure 9.⁷ Performing these functions involves the continuous application of 12 core processes, shown in Figure 10. The core processes are applied to the Title 10 functions to support the expeditionary forces destined for the joint operational commands.

Recruiting	Servicing
Organizing	Mobilizing
Supplying	Demobilizing
Equipping	Administering
Training	Constructing

Figure 9. Title 10 Functions of the Department of the Army

Planning and Policy Development	Supporting Organizational Training
Direction and Assessment	Tailoring, Mobilizing, and Projecting Land Power
Acquiring, Training, and Sustaining People	Acquiring, Maintaining, and Sustaining equipment
Identifying and Developing Leaders	Maintaining and Sustaining Army, Joint, and Combined Land Operations
Developing Doctrine	Acquiring and Sustaining Infrastructure
Developing Requirements	Operating Installations

Figure 10. Core Processes of the Institutional Army

⁷ The source for this description is Department of the Army Pamphlet 100-1, Force XXI Institutional Army Redesign, Draft, 5 March 1998. This pamphlet refers to the Operational Force and the Institutional Force. In paraphrasing parts of this document, I have changed the term from “Institutional Force” to “Institutional Army.”

A. Army Force Management Categories

The structure used in this paper to describe the Army, Army Force Management Categories (AFMCs), is a reallocation of OSD Future Years Defense Program elements into a new set of categories. It is the product of the application of previous research and experience and the insights gained in delving into the elemental particles of the Army represented by FYDP elements. The general structure of the categories was based on the definition of the Expeditionary Army achieved in the earlier paper on Defense Mission Categories (DMCs). The allocation of program elements to the Institutional Army was influenced by earlier Army work on the Institutional Force and by intensive study about the effects—intended and otherwise—of the Goldwater-Nichols Act. The first cut was to have merely two parts of the Army—expeditionary and institutional. However, once the intentions of the Goldwater-Nichols Act became clear, it was evident that some Army personnel and resources were doing things other than building and sustaining units for the unified commands to use. Once this idea was applied, it became evident that a substantial part of the Army’s budget and a small but significant part of its personnel were neither expeditionary nor institutional but were in fact a product of the Institutional Army.

1. AFMC Methodology

The basic approach taken to devise the AFMC structure was to use the DMCs as a start and then modify them to align with the Army’s Title 10 functions. After careful consideration of alternative ways and several revisions, the major program groups shown in figure 11 were adopted. Each of these major program groups, except Army Administration Programs, is subdivided into several subcategories, which will be identified and discussed below. A summary of the major program groups and subgroups for the AFMC is provided in appendix A.



Expeditionary Army Support Programs
Logistics Programs
Materiel Development & Acquisition Programs
Individual Training & Education Programs
Health Care Programs
Military Personnel Programs
Army Administration Programs

Figure 11. Major Program Groups of the Institutional Army

The first step in establishing the content of each of these major program groups was to obtain the FYDP forces, manpower, and funding files for the Army from FY1975 through the end of FY2002 at the program element level of detail. These files consist of a listing of each program element and each resource identification code (RIC). The RIC identifies a kind of resource. For forces, a RIC is assigned to each unit type. For manpower, a RIC is assigned to each component (Active, Guard, Reserve), grade (officer, warrant officer, enlisted), civil service category (direct hire, indirect hire), and additional specialized categories. For funds, a RIC is assigned to each budget category (research and development, procurement, operations and maintenance, pay, and others).

The second step was to simplify the data by addressing each kind (forces, manpower, funds) separately and creating a matrix of program elements versus RICs. This created a data file with one line for each PE giving its composition by RIC.

The third step was to reorder the program elements into the categories defined above. The forces, manpower, and funds for each category were aggregated into the same categories for ease of comparison. Several iterations and numerous changes in the content of the various program groups were necessary before a solution that could withstand scrutiny was achieved and used as the basis for this report. Readers of this paper are encouraged to comment on this organization in toto or in part so that the misallocation of a few program elements does not stand in the way of understanding and appreciating the Institutional Army. A list of program elements allocated to each category is provided in appendix B. Comments and suggestions for changing program element allocations are welcome.

All of the languages that purport to organize the overhead functions and programs of the Army resemble each other. The FYDP, DMCs, and the newly developed Force and Infrastructure Categories (FICs) all recognize that logistics, personnel, training, health care, personnel, and administration are logical groupings of overhead activities. All have a major program group for the activities involved in developing and acquiring new weapons and equipment—emphasizing the research and development aspects of that function. The AFMC structure tries to improve on the other languages in four ways:

1. A significant set of resources that provide direct support to the deployable TOE units of the Expeditionary Army in terms of training, readiness and deployment assistance, and provision of facilities and services are aggregated into a separate major program category. This is particularly

important for the Guard and Reserve, which have many personnel in these activities. Infrastructure and other overhead programs not identified with another specific major program group are assumed to be in support of the Expeditionary Army. This means that there is no program group that provides overhead for the Army as a whole.

2. The Individuals Accounts are recognized as a separate major category of overhead. This also is important for the Guard and Reserve, which now treat untrained personnel and trained personnel alike in the units of the Expeditionary Army. The FYDP and DMC provide for this identification in the RICs, but the Army does not use those RICs (except for part of health care training).
3. Key features of the AFMC structure are the subcategories that are organized deliberately to try to match workload with resources. This matching cannot be accomplished for all of the programs, but it can be organized so that exceptions are apparent. Table 5 shows possible aggregate workload factors for each of the seven major program groups. These may be useful in establishing gross relationships, but the research indicates that much better estimates of resource sufficiency can be derived from more specific workload factors for each of the subcategories within the major program groups.
4. Infrastructure and other overhead programs are grouped with the specific major_program group with which they are identified. This allows the total cost of a particular program group to be measured against the workload for that group. The principal difference among the three major ways used to organize program elements has to do with how overhead is allocated. In this categorization, overhead (e.g., base operations, base communications) is allocated to the program group with which it is identified. For example, all base operations and management headquarters activities identified with training are shown in the Individual Training and Education Programs group.

Table 5. Possible Workload Factors for Institutional Army Program Groups

Major Program Groups	Aggregate Workload Factor
Expeditionary Army Support Programs	Number of units in the Expeditionary Army
Logistics Programs	Items managed in each program
Materiel Development & Acquisition Programs	Size of R&D and Procurement Budget
Individual Training & Education Programs	Trainee/Student Load for each program
Military Health Care Programs	Eligible Patients
Military Personnel Programs	Military Personnel Strength
Army Administration Programs	Overall Strength of the Army

2. Caveats on Data

In order to permit the analysis to remain unclassified, Program 3, Intelligence and Communications, and Program 6, Research, Development, Testing, and Engineering, were provided at the three-digit DMC level instead of at the program element level. This did not, however, affect the identification and organization of the Institutional Army adversely. The Program 3 elements were allocated to the major program group identified in the DMC. The Program 6 elements were all allocated to the General Research and Development subcategory of the Materiel Development & Acquisition Major Programs group. Applying these two major programs at the program element level of detail would improve the fidelity of the AFMC.

There is great variation among the size and scope of the program elements. Some program elements include large amounts of money and numerous personnel; other program elements include only a small amount of money and few personnel. For example, there is a single program element for the entire Civilian Training, Education, and Development Program, which has \$62 million and 906 personnel (presumably not counting students), but there are 11 program elements for the United States Military Academy, one of which—Base Communications—has only \$1.7 million and 4 personnel. The Health Care Training and Education Program element has \$351 million and 5,170 personnel. The Force Readiness Support Activities element of the Army Reserve has \$363 million and 16,568 drilling reservists. This wide variation among the size of program elements makes it hard to group them into larger programs.

The content of some of the program elements is hard to divine from the title or the placement of the program element in the overall FYDP structure. There are, for example, five program elements named “Tactical Support” or “Tactical Support Forces” that may or may not include deployable units. Similarly, the two elements named “Land Forces Maintenance DS/GS” are not clear. They may be repositories for civilian employees maintaining equipment in peacetime, or they may be deployable maintenance units. This is not a problem for people who know the content of each program element, but it is a problem for others trying to make sense of the FYDP.

The next seven sections discuss in detail each of the seven major program groups. The order of presentation is arbitrary. The program for overall Army administration is last and the programs in direct support of the Expeditionary Army are first. The order of presentation is as follows: expeditionary army support, logistics,

materiel development and acquisition, individual training and education, health care, military personnel, and Army administration.

B. Expeditionary Army Support Programs

The Expeditionary Army Support Programs group includes programs that provide direct support for the deployable TOE units of the Army. This support includes unit training support, support for readiness and deployment, and provision of facilities and services for the units (figure 12). The group was identified primarily by subtraction: Once the common support elements were allocated to other program groups, it became evident that the remaining support elements were devoted to the Expeditionary Army itself. This is particularly true for the support elements of the National Guard and Reserve because those two components consist to a very great extent of deployable TOE units for the Expeditionary Army. This program group is that part of the Army's overhead that supports the deployable units.

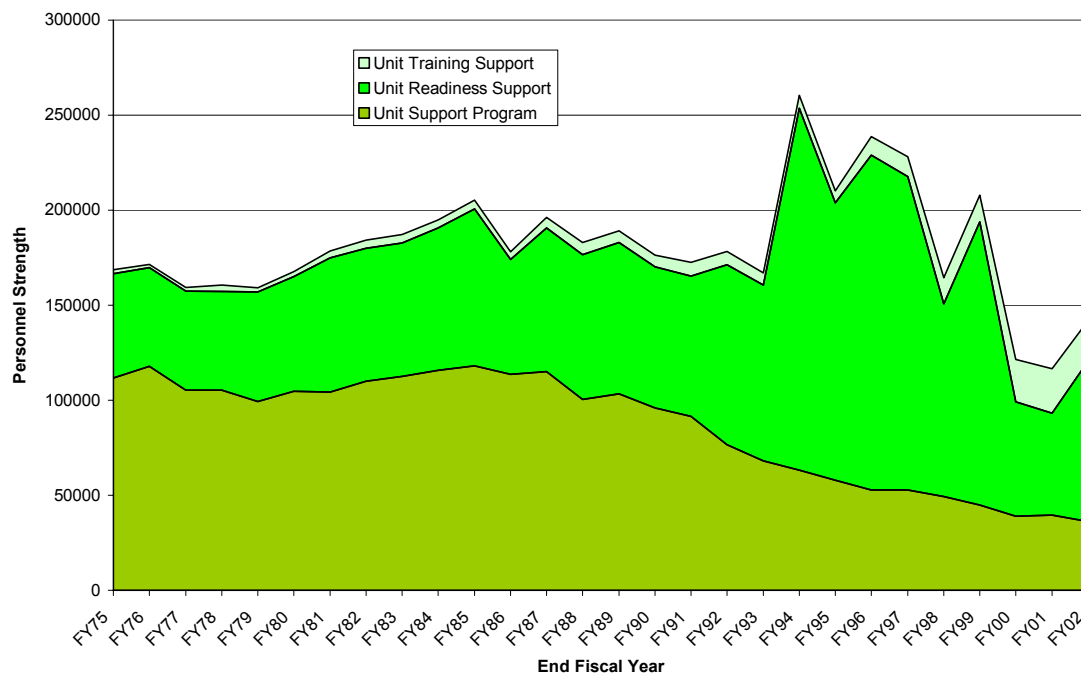


Figure 12. Expeditionary Army Programs, FY1975–FY2002

Figure 13 shows the personnel allocated to the three subcategories of Expeditionary Army Support over the 28-year period of interest. Training Support has been a minor program until the last 10 years, during which there has been much greater interest in active Army unit training support and unit training support for the Guard and Reserve units of the Expeditionary Army. The great increase in unit readiness support during the 1990s is likely to be the result of a change of accounting for Guard and Reserve units rather than a real increase. This hypothesis is supported by figure 13, which shows the Expeditionary Army Support Programs by personnel type. The large increase in Guard military personnel in this program group is accompanied by a corresponding absence in other program groups of the Institutional Army. Then, in FY1999, Guard military personnel disappear altogether from the program elements of this program group. This same problem occurs with Reserve military personnel during the last part of the 1990s.

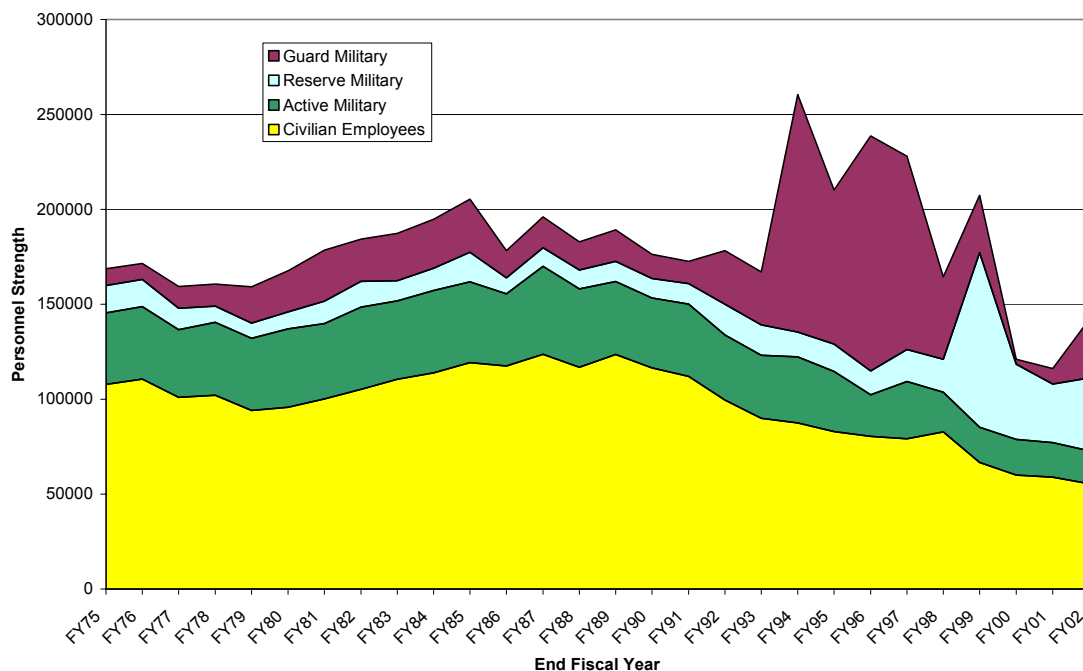


Figure 13. Expeditionary Army Programs by Personnel Type, FY1975–FY2002

Table 6 shows the manpower authorizations for this program group at the end of FY2002. The absence of Guard military personnel and the large number of Reserve military personnel indicates that these two components regard the same program elements somewhat differently. Of all of program groups, this is the most puzzling and most in need of clarification below the program element level of detail.

Table 6. Expeditionary Army Programs, End of FY2002

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Unit Training Support Programs	9,515	0	7,386	16,901	4,297	21,198
Unit Readiness Support Programs	1,559	30,331	30,972	62,862	21,618	84,480
Unit Support Programs	6,222	276	11	6,509	29,631	36,140
Total	17,296	30,607	38,369	86,272	55,546	141,818

C. Logistics Programs

The Logistics Programs group can be organized internally to provide a good match between workloads and workers. It includes supply, ammunition, depot maintenance, real property, transportation, and logistics support (figure 14). This group provides goods and services already developed and procured. The Materiel & Acquisition group (discussed next) is involved in the development and initial acquisition of goods and the ability to provide services. The development and testing of a new ammunition item is a materiel development and acquisition activity; the procurement, storage, and distribution of ammunition is a logistical matter.

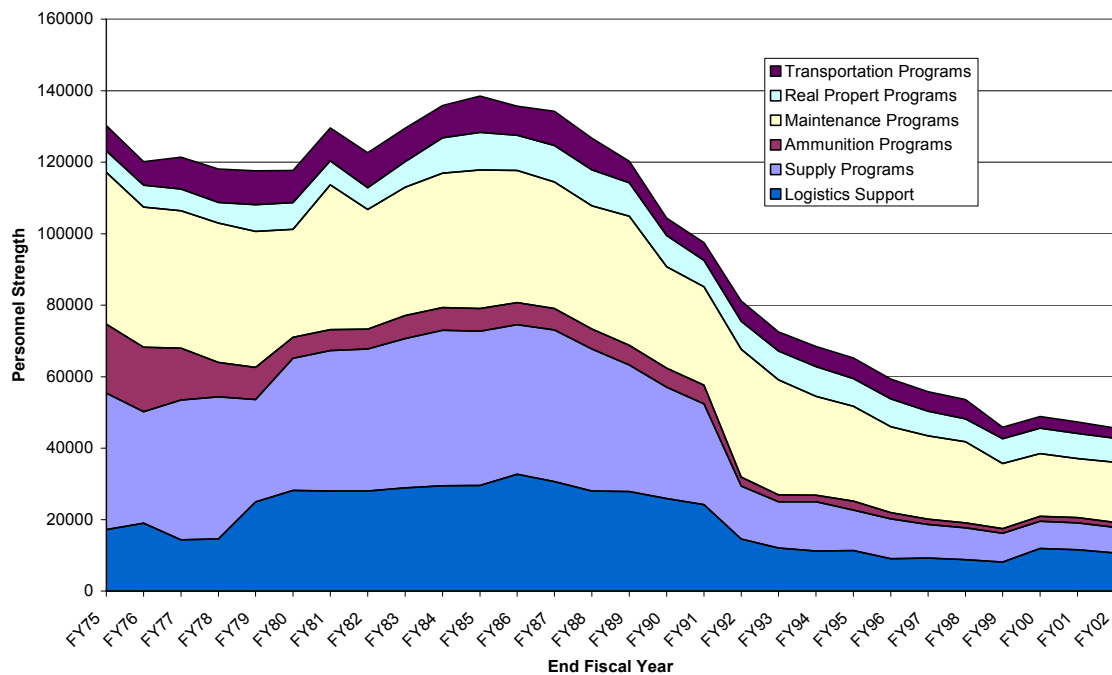
**Figure 14. Logistics Programs, FY1975–FY2002**

Figure 15 shows the breakout of the Logistics Programs group by personnel type. This is almost exclusively a civilian endeavor, with a few military personnel to manage the operation and provide a military orientation. There is also some participation by Reserve military personnel that ceases at the end of FY1998.

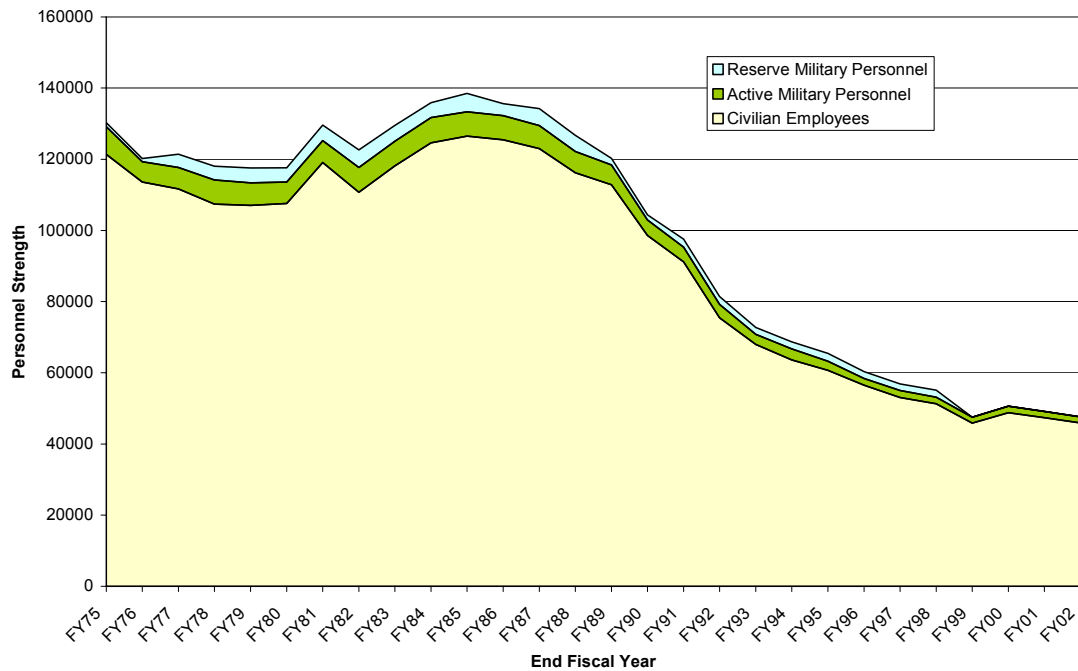


Figure 15. Logistics Manpower by Personnel Type, FY1975–FY2002

Table 7 shows the manpower authorizations for the Logistics Program group at the end of FY2002.

Table 7. Logistics Programs Manpower, End of FY2002

Logistics Programs	Active Military	Guard Military	Reserve Military	Total Military	Total Civilians	Total Army
Supply Programs	197	N/A	N/A	197	6,963	7,170
Ammunition Programs	54	N/A	N/A	54	1,390	1,444
Depot Maintenance Programs	59	N/A	N/A	59	16,761	16,820
Real Property Programs	78	N/A	N/A	78	6,636	6,714
Transportation Programs	531	N/A	N/A	531	2,332	2,863
Logistics Support Programs	727	N/A	N/A	727	11,850	12,577
Total Logistics Programs	1,646	N/A	N/A	1,646	45,932	47,578

D. Materiel Development and Acquisition Programs

The Materiel Development and Acquisition Programs group includes all program elements involved in the development, testing, acquisition, and initial procurement of Army equipment and supplies. The group includes all program elements of FYDP Program 6, the field R&D program elements from FYDP Program 2, and support elements labeled for acquisition matters. Specifically, these elements are as follows: General Research & Development, Field Research & Development, Acquisition Programs, and Procurement Programs.

As figure 16 shows, most of the personnel involved in this program group are engaged in general research and development activities. Field R&D, which has substantial funding, involves relatively few personnel. The number of personnel devoted to the acquisition of materiel has increased steadily over the 28-year period. The procurement program has significant funding but shows no personnel in the program elements. Presumably, the people doing the producing are shown in the acquisition program elements.

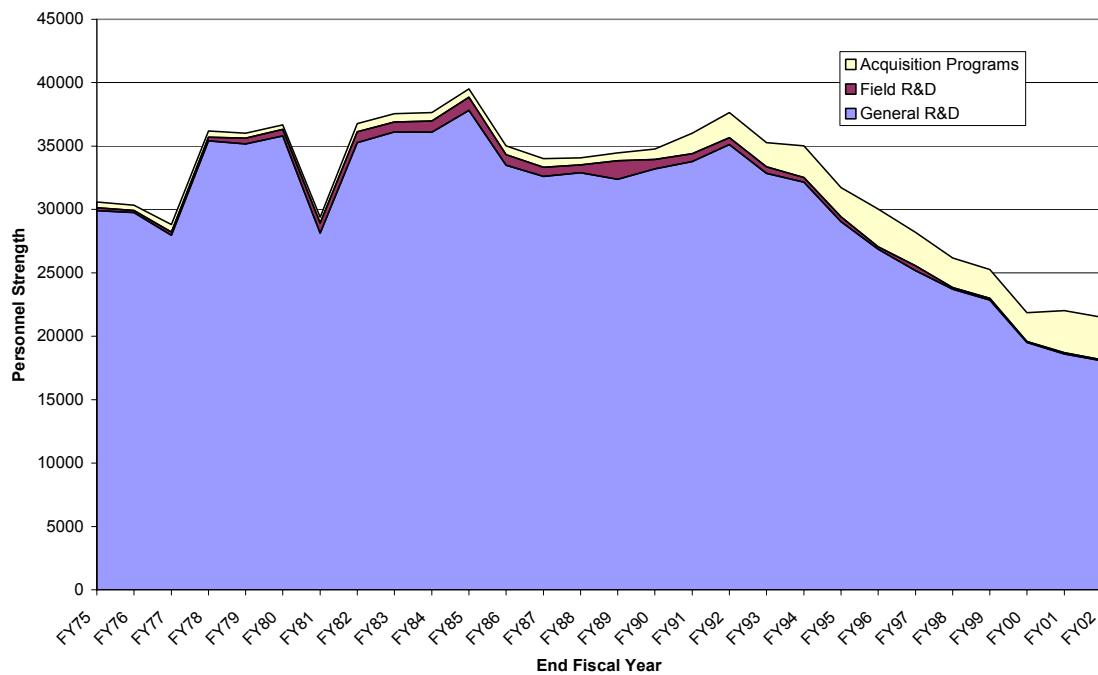


Figure 16. Materiel Development and Acquisition, FY1975–FY2002

As shown in Figure 17, this program group is staffed primarily by civilian employees, although several hundred military personnel are involved in the development process. No participation is shown for Guard or Reserve military personnel.

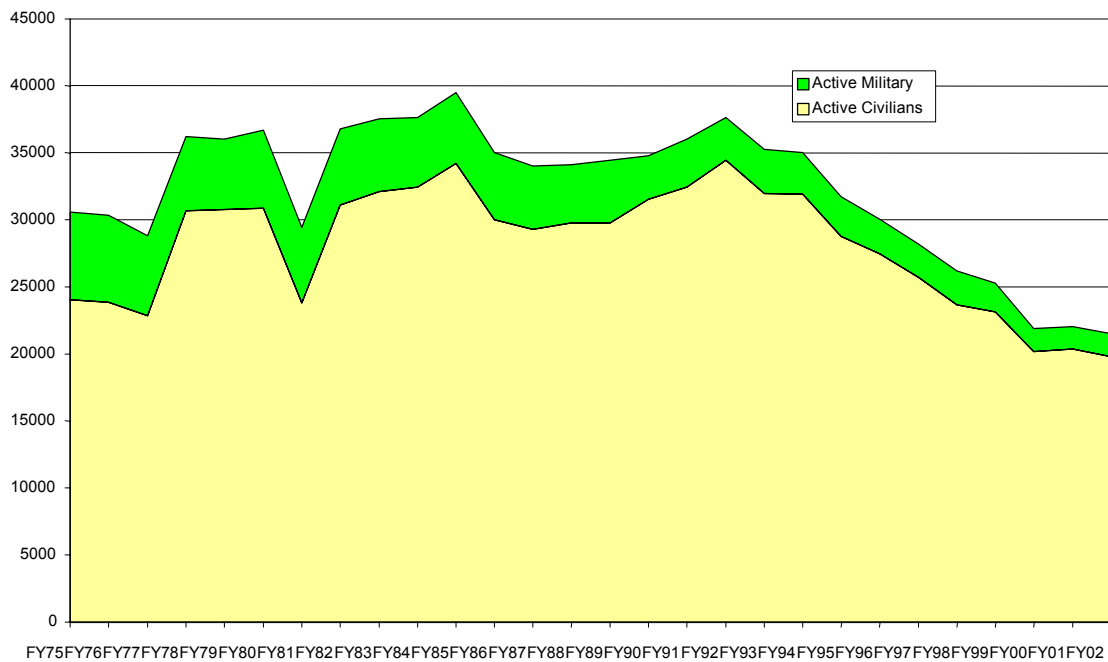


Figure 17. Materiel Development and Acquisition Manpower by Type, FY1975–FY2002

Table 8 shows the manpower authorizations for the Materiel Development and Acquisition Program group at the end of FY2002.

Table 8. Materiel Development and Acquisition Programs Manpower, End of FY2002

	Active Military	Guard Military	Reserve Military	Total Military	Total Civilians	Total Army
General Research & Development	1,316	NA/	N/A	1,316	16,752	18,068
Field Research & Development	11	N/A	N/A	11	66	77
Acquisition Programs	399	N/A	N/A	399	2,961	3,360
Procurement Programs	0	N/A	N/A	0	0	0
Total Materiel Development & Acquisition Programs	1,726	N/A	N/A	1,726	19,779	21,505

E. Individual Training and Education Programs

The Individual Training and Education Programs group proved to be somewhat difficult to address. The first try was to have three training program groups—Recruit and General Skill Training Programs, Pre-commissioning Programs, and Professional Military Education Programs. The last two of these groups were quite small compared with the first, and each program (except for the United States Military Academy) shared many common support elements. Moreover, the program elements for the National Guard and Army each combine professional education and skill training into a single program element. This makes it hard to define professional military education for officers and NCOs of the National Guard and Army Reserve in the same terms as for Active component officers and NCOs. Also, the entire Civilian Training, Education, and Development program was buried in the entire cluster of elements and had insufficient visibility. It was decided at that point to combine all of these training programs into a single program group, but to identify these various kinds of training programs by designating subprograms that make it possible to evaluate each of the subprograms against well-defined workloads. The resultant organization comprises the following program groups:

- Initial Entry Training Programs
- Skill Training Programs
- Aviation Training Programs
- Intelligence Training Programs
- Civilian Training & Education Programs
- Pre-Commissioning Programs
- Professional Military Education Programs
- Training Support Programs

Figure 18 shows the personnel allocated to individual training and education over the 28-year period. Unfortunately, the data include both the trainees and the trainers, making it difficult to judge the appropriateness of the strength of this set of programs. The FYDP guidance makes it possible to identify the students and trainees separately, but the Army did not do this. There has been a significant decline in the number of personnel involved in this program group. The bulk of the effort has been for initial entry and general skill training.

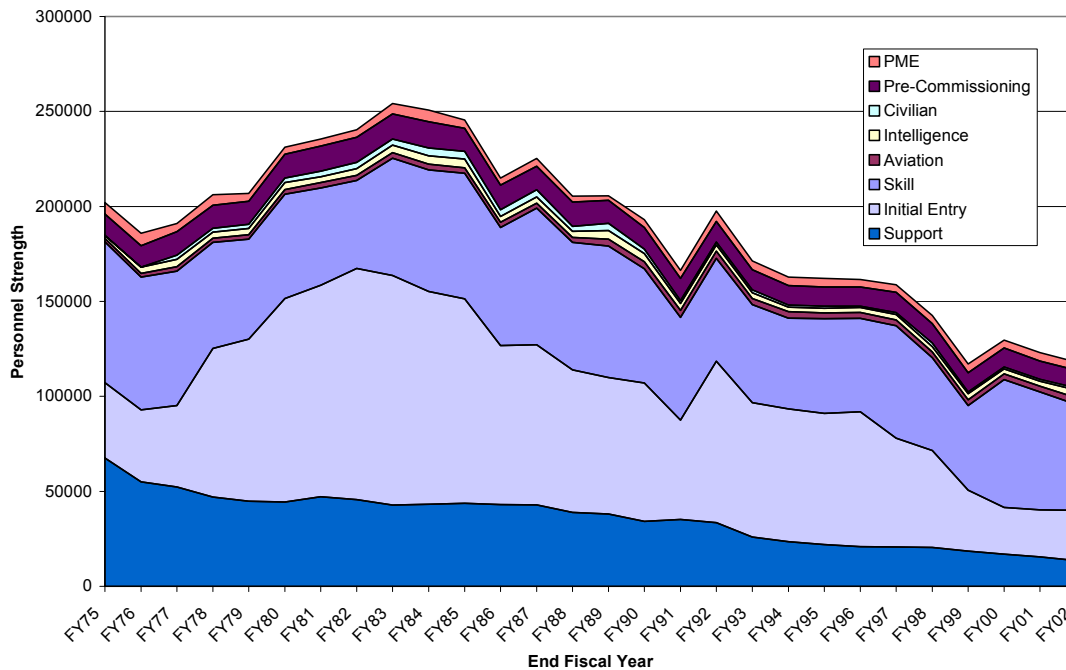


Figure 18. Individual Training and Education Programs, FY1975–FY2002

Figure 19 shows the breakout of this program group by personnel type. This is primarily a military operation with civilians providing support functions. Active, Guard, and Reserve military personnel are involved in significant numbers. The structure of the training programs for each component differs, however, making it difficult to compare workloads and resources for various kinds of training.

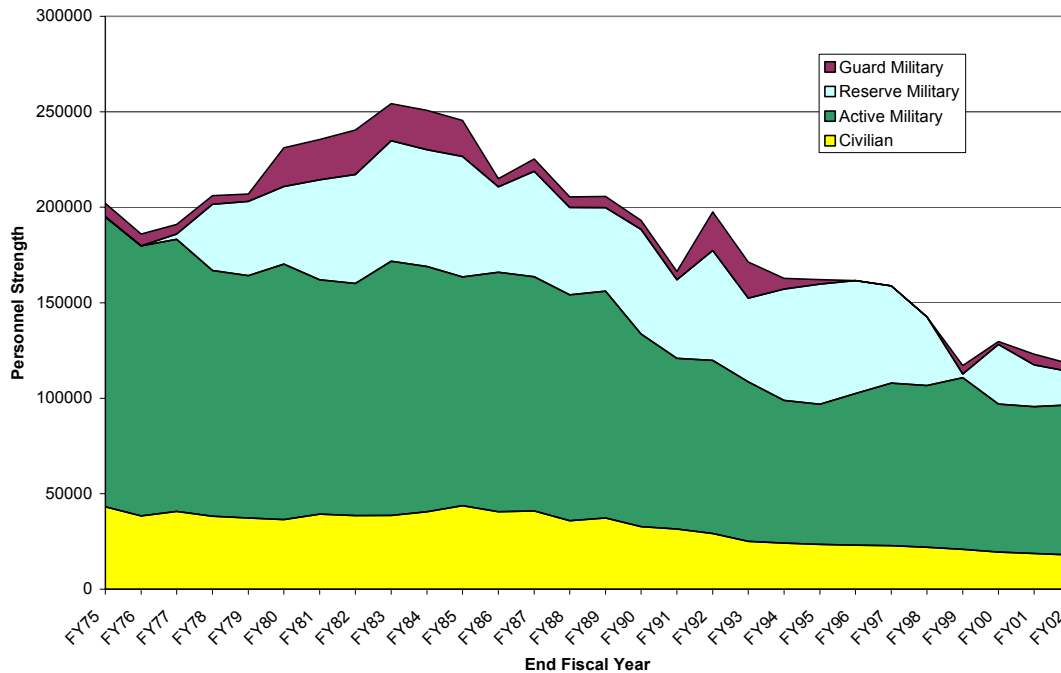


Figure 19. Individual Training and Education Programs by Personnel Type, FY1975–FY2002

Table 9 shows the manpower authorizations for Individual Training and Education Programs at the end of FY2002.

Table 9. Individual Training and Education Programs Manpower, End of FY2002

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Initial Entry Training	26,217	0	0	26,217	214	26,431
Skill Training	30,665	4,189	17,305	52,159	3,649	55,808
Aviation Training	2,989	0	0	2,989	554	3,543
Intelligence Training	2,933	0	0	2,933	1,022	3,955
Civilian Training & Education	14	0	0	14	1,072	1,086
Pre-Commissioning Programs	7,138	0	0	7,138	2,282	9,420
Professional Military Education	3,580	0	0	3,580	612	4,192
Training Support	5,082	0	0	5,082	8,525	13,607
Total Individual Trng & Education Programs	78,618	4,189	17,305	100,112	17,930	118,042

F. Health Care Programs

The Health Care Programs group is the most self-sufficient program set in the Army. This group includes the delivery of health care to patients, management of the enterprise, research and development of improved methods and materiel, related training and education, provision and upkeep of facilities, and provision of health care-related services. The program group subcategories are as follows:

- Health Care Delivery Programs
- Health Care Management & Research Programs
- Health Care Training & Education Programs
- Health Care Support Programs

Figure 20 shows the breakout of Health Care personnel into the four subcategories. The bulk of the effort is in health care delivery. Effort devoted to support and training and education programs remains constant over the 28-year period. Programs for health care management and research appear in the last 10 years, perhaps due to the requirements for operating the Army system as an integral part of an overall DoD-wide health care system. As shown in figure 21, the percentage of personnel devoted to delivery has declined in recent years as overall personnel strength declined.

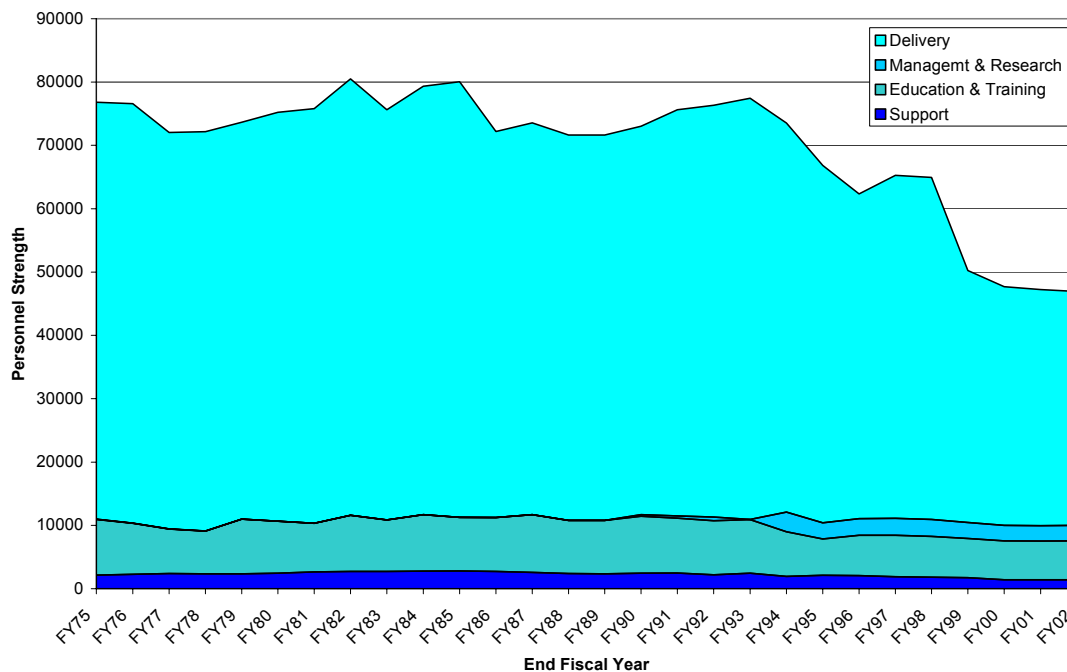


Figure 20. Health Care Programs, FY1975–FY2002

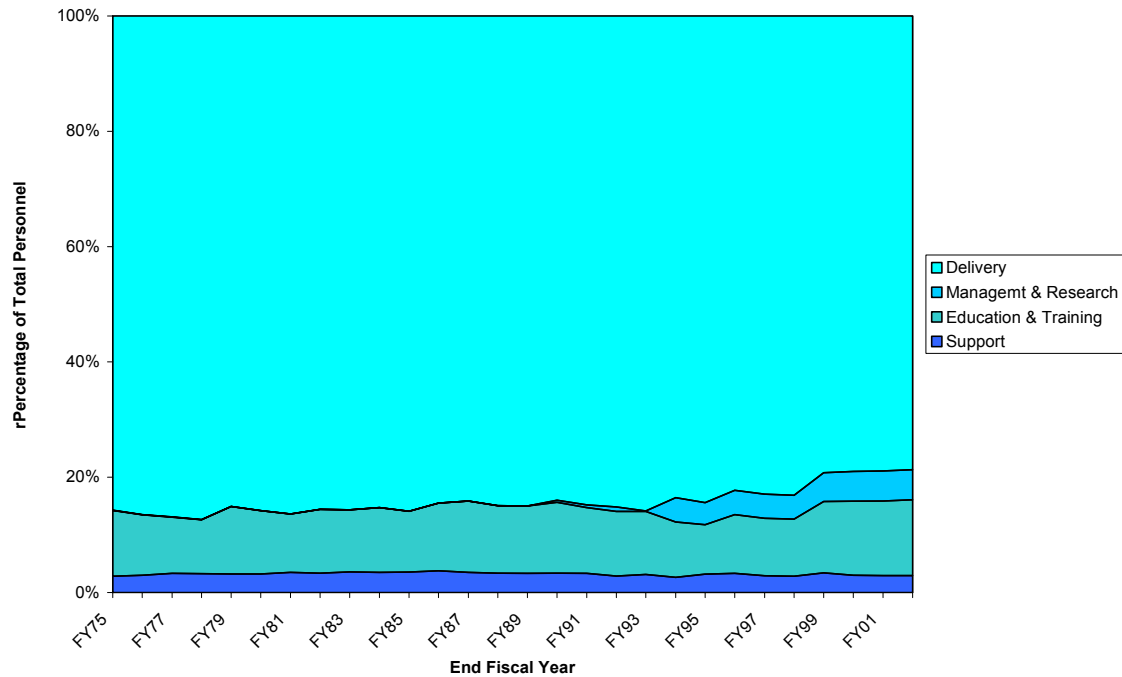


Figure 21. Mix of Health Care Personnel, FY1975–FY2002

Figure 22 shows the breakout of the health care programs by personnel type. In this group, the work is shared almost equally between military personnel and civilian employees. Reserve military personnel were shown in this group in significant numbers until FY1998, when they were apparently reallocated to another program group.

Table 10 shows the manpower authorizations for the Health Care Program group at the end of FY2002.

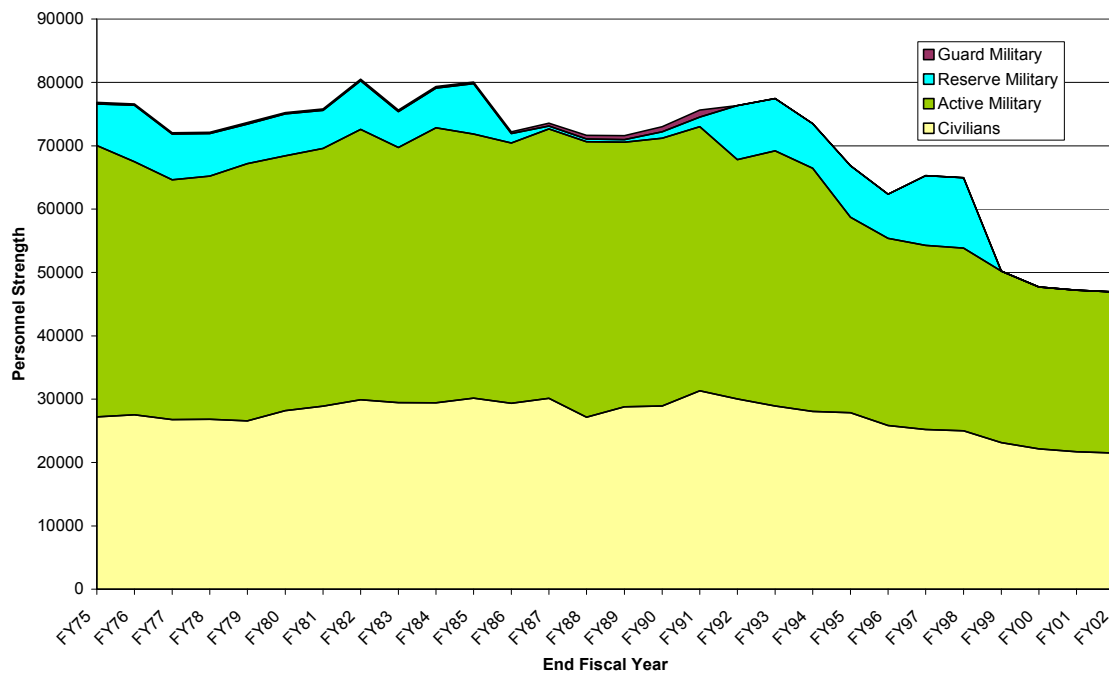


Figure 22. Health Care Manpower by Personnel Type, FY1975–FY2002

Table 10. Health Care Programs Manpower, End of FY2002

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Delivery Programs	18,999	N/A	N/A	18,999	17,929	36,928
Management & Research Programs	366	N/A	N/A	366	2,076	2,442
Education & Training Programs	5,772	N/A	N/A	5,772	386	6,156
Support Programs	268	N/A	N/A	268	1,124	1,392
Total Health Care Programs	25,405	N/A	N/A	25,405	21,515	46,920

G. Military Personnel Management Programs

The Military Personnel Management Programs group includes activities involved in accessing, processing, managing, and separating military personnel of all components.

It also includes several program elements that pursue personnel-related programs, such as the counterdrug program and off-duty education programs. The program group includes the following elements (also see figure 23):

- Recruiting & Processing Programs
- Military Personnel Management Programs
- Military Family Support Programs
- Individuals Accounts

Figure 23 shows the personnel of the Military Personnel Programs group over the 28-year period. The number of personnel involved in military personnel programs has remained relatively stable during the period. The number of individuals has declined substantially. The individuals are all Active component and include only transients, patients, and prisoners. Trainees and students are included in the program elements with the trainers.

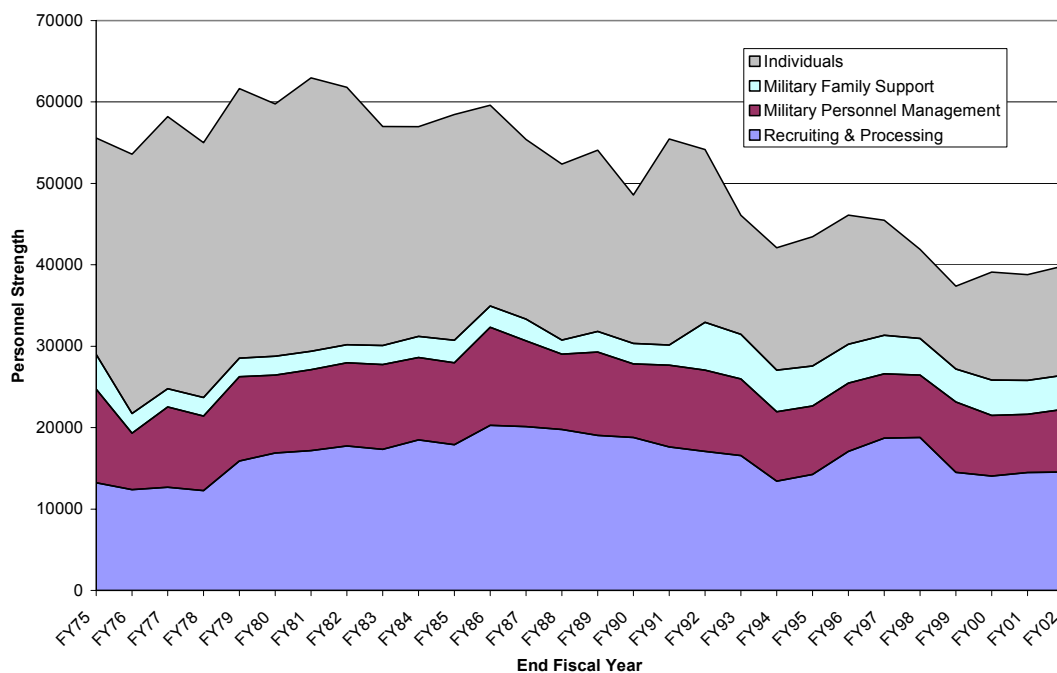


Figure 23. Military Personnel Programs Manpower, FY1975–FY2002

The Individuals Accounts were aggregated into a separate program because of the importance of recognizing the existence of non-unit personnel, particularly those who have yet to finish initial entry training. Most training program elements include both the workload (students and trainees) and the trainers, but without identifying them at the program element level. (They can be identified separately at the resource identification code level.) National Guard and Army Reserve unit strengths include both trained personnel and trainees who are not qualified for deployment until they complete initial entry training. It would be better from a readiness reporting viewpoint to report the trained strength of Selected Reserve units and report untrained military personnel separately.

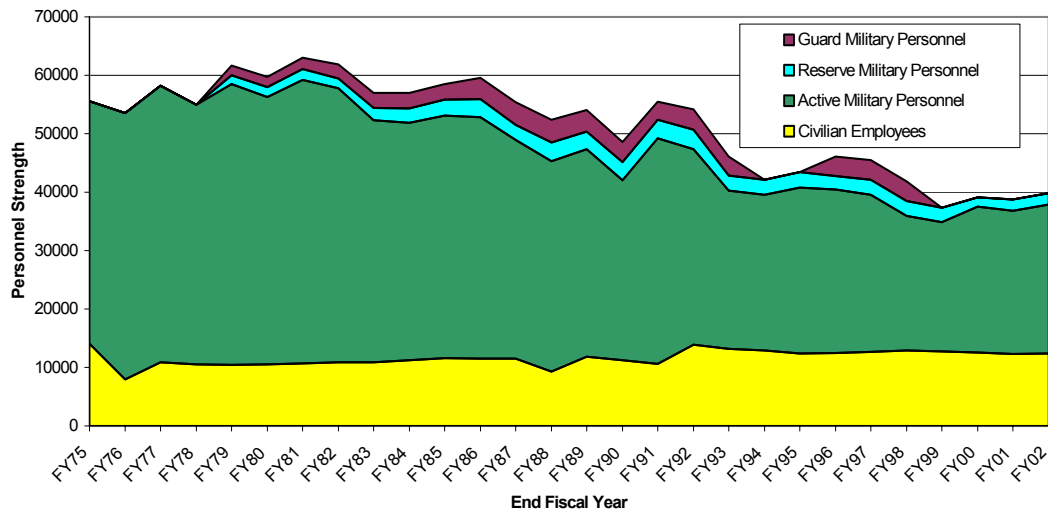


Figure 24. Military Personnel Management by Personnel Type, FY1975–FY2002

Figure 24 shows the breakout of military personnel programs personnel by component. The Guard and Reserve military personnel are all in the recruiting force. Note that Guard recruiters are shown until FY1999, when they disappear, having been moved to another program. Table 11 shows the manpower authorizations for this program group at the end of FY2002.

Table 11. Military Personnel Programs Manpower, End of FY2002

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Recruiting & Processing Programs	9,825	N/A	1,981	11,806	2,737	14,543
Military Personnel Management	2,235	N/A	0	2,235	5,471	7,706
Military Family Support Programs	39	N/A	0	39	4154	4193
Individuals	13,400	N/A	0	13,400		13,400
Total Military Personnel Programs	25,499	N/A	1,981	27,480	12,362	39,842

H. Army Administration Programs

The Army Administration Programs group includes program elements for management headquarters and support activities that appear to apply Army-wide or are difficult to allocate to other major program groups. Some specific programs—public affairs and information management—fit this group better than other groups. As shown in figure 25, this group is staffed mostly by active military personnel and civilian employees.

Table 12 shows the manpower authorizations for Army administrative programs at the end of FY2002.

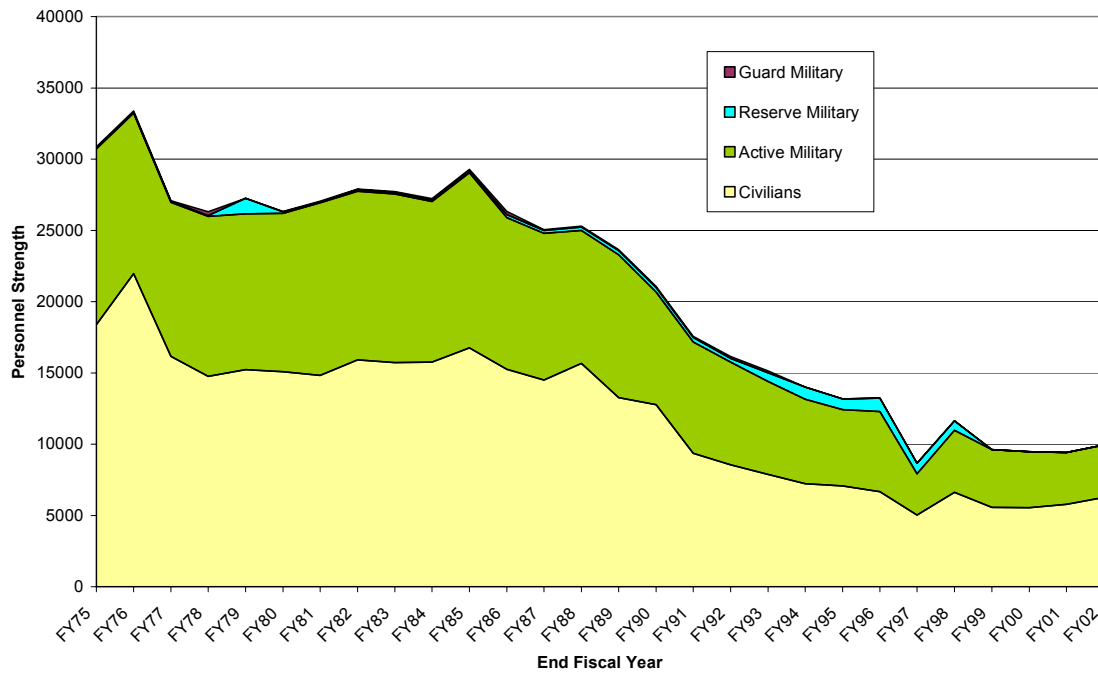


Figure 25. Army Administration Programs, FY1975–FY2002

Table 12. Army Administration Programs, End of FY2002

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Army Administration Programs	3,676	N/A	N/A	3,676	6,265	9,941

I. Summary of the Institutional Army

Figure 26 shows the personnel allocation of the Institutional Army to the seven major program groups over the 28-year period of interest. There has been a substantial reduction in personnel over this period. Figure 27 shows the mix of personnel among the major program groups. Except for an inexplicable increase in Expeditionary Army Support Programs in the early 1990s, the mix of personnel among these groups has been remarkably stable.

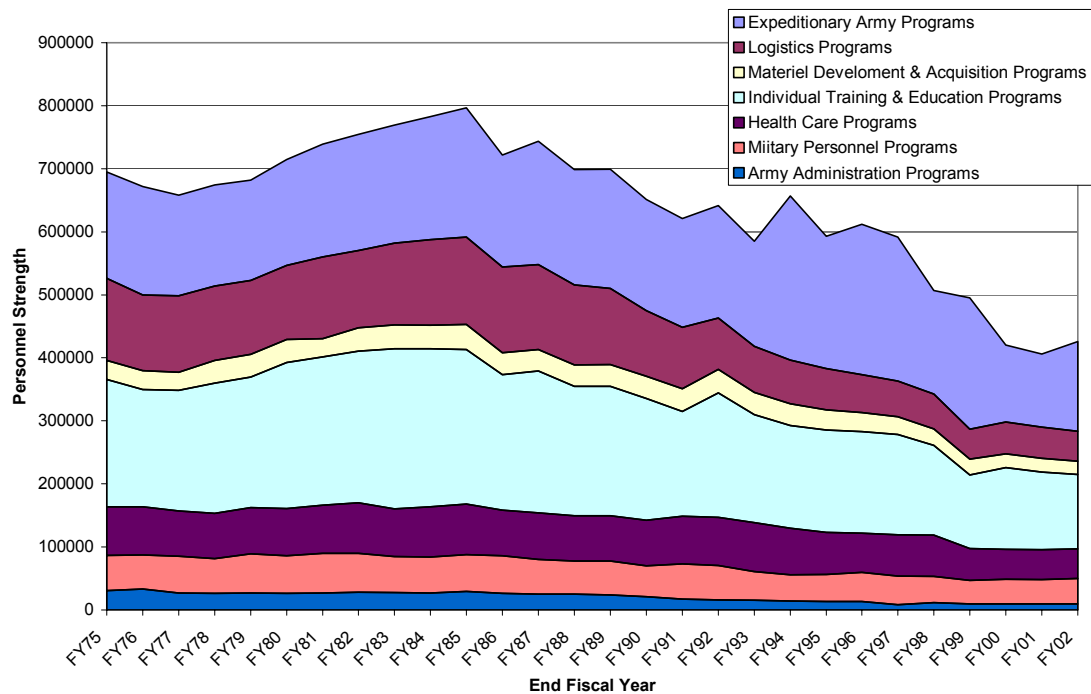


Figure 26. The Institutional Army, FY1975–FY2002

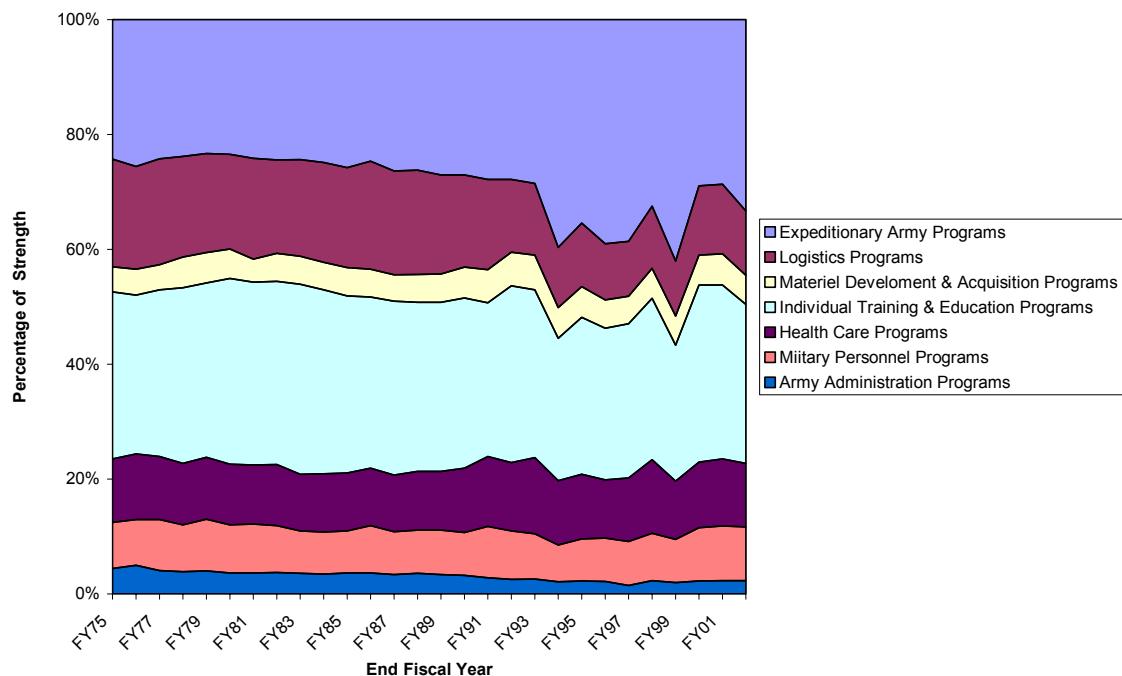


Figure 27. Institutional Army Mix, FY1975–FY2002

Table 13 shows the manpower authorizations for the Institutional Army at the end of FY2002.

Table 13. The Institutional Army, End of FY2002

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Expeditionary Army Programs	17,296	30,607	38,369	86,272	55,546	141,818
Logistics Programs	1,646	0	0	1,646	45,932	47,578
Materiel & Acquisition Programs	1,726	0	0	1,726	19,779	21,505
Individual Training & Education Programs	78,618	4,189	17,305	100,112	17,930	118,042
Health Care Programs	25,405	0	0	25,405	21,515	46,920
Military Personnel Programs	25,499	0	1,981	27,480	12,362	39,842
Army Administration Programs	3,676	0	0	3,676	6,265	9,941
Total Institutional Army	153,866	34,796	57,655	246,317	179,329	425,646

IV. SUMMARY & OBSERVATIONS

This section of the paper summarizes the Army personnel distribution among the Army Force Management Categories, as derived from the FYDP for the FY2002 Budget Estimate Submission, and offers some observations on the methodology and the results.

A. Summary of the United States Army

Figure 28 shows the personnel distribution of the United States Army from FY1975 to FY2002 in the three major groups of programs. The Army's personnel strength has been reduced significantly since FY90 and is now at the lowest point in the 28-year period. There has been a significant reduction in the Army's overhead as represented by the Institutional Army.

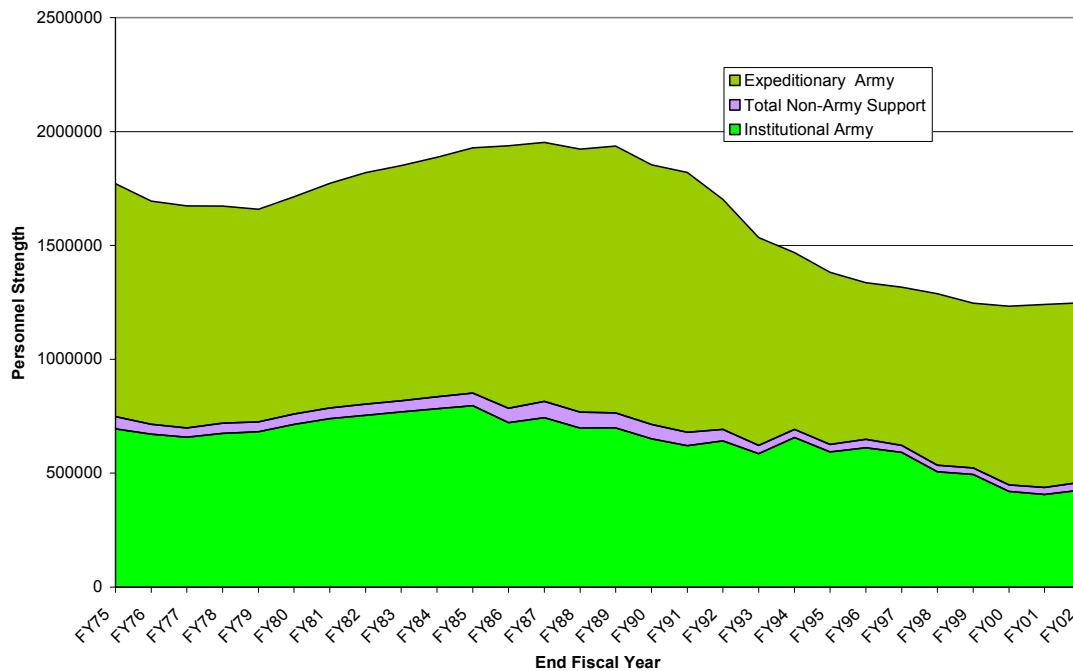


Figure 28. The United States Army, FY1975–2002

Figure 29 shows the same data by percentage. It appears that the Army has become more efficient despite the reduction in strength, for the proportion of the Army providing output (the Expeditionary Army and Army Support for Non-Army Programs) has increased in strength over the past 6 or 7 years, while the proportion of the Army dedicated to Title 10 functions has decreased.

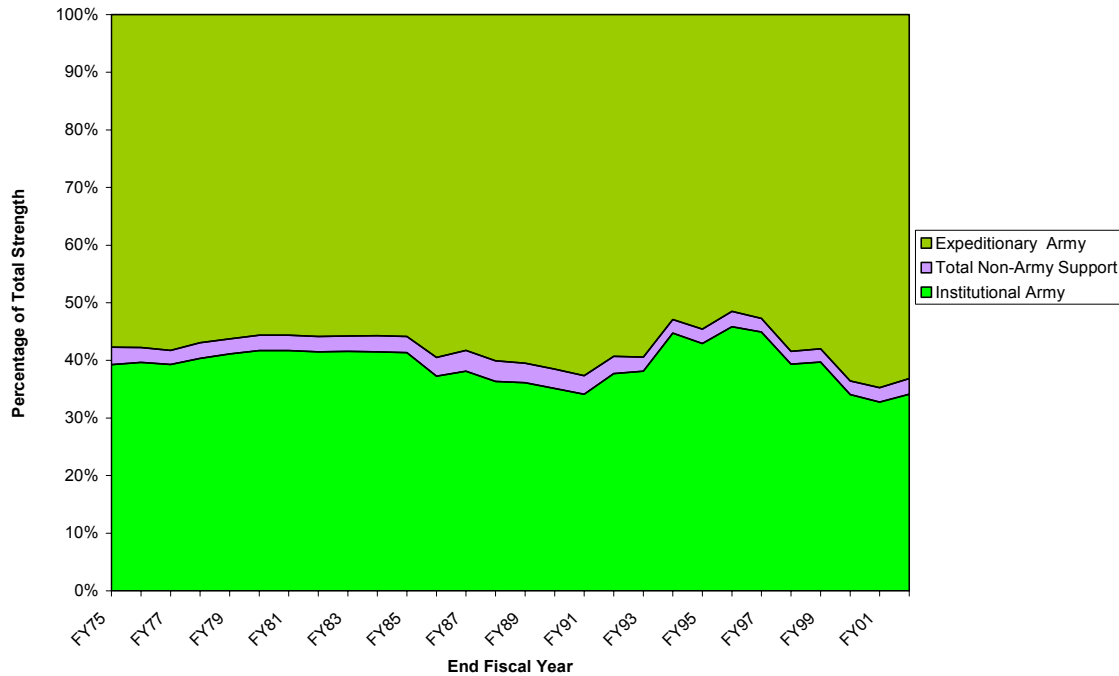


Figure 29. U.S. Army Mix, FY1975–FY2002

Table 14 shows the authorized manpower for the Army at the end of FY2002 in the President’s Budget Estimate Submission for FY2002.

Table 14. The United States Army, End of FY2002

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Expeditionary Army	307,779	314,514	145,253	767,546	20,533	788,079
Non-Army Programs	19,190	601	2,154	21,945	12,291	34,236
Institutional Army	153,866	34,796	57,655	246,317	179,329	425,646
Total Army	480,835	349,911	205,062	1,035,808	212,156	1,247,961

B. Observations on the Methodology

The methodology used in this research was to reorder the program elements of a particular version of the FYDP into categories of like application. The validity of the results depends entirely on the accuracy of the database, the utility of the categories established for sorting program elements, and the validity of the assignments of program elements to the various categories.

The FYDP database is accurate in the sense that it reflects the inputs of the Services on their programs. It suffers from a structure that does not reflect the way that DoD does its business. There are some discontinuities and enigmas in the database, many of which are attributable to changes in the accounting structure itself. The greatest problem for the Army is the inexplicable behavior of the strength accounting for the Army National Guard and Army Reserve since about 1995. Active Army accounts are straightforward, but the Guard and Reserve accounts differ from the active Army and from each other. There appear to be three separate systems for the Army.

The Army Force Management Categories explain the Army the way it is. With further refinement, they can serve both the Army's need to design and explain itself and OSD's need to provide overall oversight and management. Some program elements should be redefined to remove some of the existing ambiguity.

The assignment of program elements is the key determinant of the accuracy of the language itself. As is usual with taxonomical schemes, about 90% of the elements fit neatly into the prescribed niches, with another 8% fitting adequately without much ambiguity. About 2% of the elements do not fit neatly anywhere. The Junior ROTC Program, for example, was placed in the Individual Training and Education Programs category as a pre-commissioning program but might fit as well or better somewhere in the military personnel programs group.

Research of this nature inevitably results in an incomplete solution. In this case, more work is needed to review, consider, and adjust the structure and program element assignments to improve the product and facilitate a better understanding of the Army. Even these results will be imperfect, however, because the basic problem in accounting for the Army is at and below the program element level of detail.

It was impossible to discover what, exactly, some of the less obvious program elements contain. Some are so large that they must include a wide variety of different activities masquerading as an integrated program element. For example, the program

element for Service Support of Special Operations Forces includes both operating units and overhead. The program element for National Guard state area coordinator (STARC) support includes the STARC headquarters as well as numerous other units and activities. The contents of all program elements should be coherent and consistent with the name and DoD definition of the element.⁸

Finally, it is useful to point out yet again that the Army practice of using a different accounting structure than OSD is inadvisable. Presently, the Army uses its own language to formulate its programs and then translates the Army elements into FYDP elements for the OSD part of the PPBES. It would be good for the Army, OSD, and DoD to see if a single accounting structure could be made to work for all elements of DoD, with suitable allowances for the differences among the Services and agencies.

C. Observations on the Results

Basically, the result of this work is another description of the Army that focuses on the way that the Army allocates its personnel to various tasks, activities, and programs. This description is designed to help Army commanders, planners, and force managers understand what the Army does and the resources it applies to the various programs. Another benefit may be to provide an understandable view of the Army for the benefit of non-Army people in OSD, OMB, the Congress, and the public. This particular description delineates the following:

- The primary output of the Army—the Expeditionary Army is clearly identified and set apart from the overhead part of the Army.
- Army contributions to DoD programs and organizations outside the Army—these are clearly identified so that the Army can take credit for them instead of defending them as overhead. These non-Army programs are overhead, but they are overhead for DoD and not for the Army.
- The basic program groups of the Institutional Army that carry out the Army's Title 10 functions—these are clearly delineated and organized to allow the resources devoted to them to be quantified and compared with

⁸ Informal efforts to find out from the Army the contents of difficult program elements were unsuccessful.

clearly defined workload factors. This allows the calculation of specific workload-to-resource ratios and the avoidance of misleading overall efficiency ratios.

- Several unsatisfactory practices that have been revealed in the course of this work—these include the allocation of civilian employees to the Expeditionary Army, failure to identify students and trainees, counting untrained personnel in Guard and Reserve units with trained personnel, and a failure to align Guard and Reserve personnel with active Army personnel doing the same work (although this problem is being worked on).

The results are presented in summary form in this report, but data are available to perform detailed analyses on various aspects of the Army. These additional analyses could shed light on such issues as officer-to-enlisted ratios, utilization of Guard and Reserve personnel to accomplish Army programs, military personnel utilization in Institutional Army programs, and (when contractor personnel data are available) the impact of contracting out on Army military and civilian personnel. This definition and the detailed definition of the Institutional Army could facilitate future analyses of the personnel and other resources it takes to create, sustain, and support both non-Army programs and an Expeditionary Army of a particular size and composition.

The final table of this paper provides a complete description of the distribution of Army military and civilian manpower according to the Army Force Management Categories.

Table 15. The Total Army at a Glance, End of FY2002, Arranged by AFMC

	Active Military	Guard Military	Reserve Military	Total Military	Civilians	Total Army
Expeditionary Army						
Divisions	148,947	103,817	729	253,493	3,757	257,250
Separate Combat units	19,317	65,350	696	85,363	2,511	87,874
Tactical Support	979	0	0	979	441	1,420
Corps Troops	87,523	97,612	89,204	274,339	5,211	279,550
Theater Troops	36,257	44,865	45,958	127,080	7,482	134,562
Special Ops Units	14,756	2,870	8,666	26,292	1,131	27,423
Total	307,779	314,514	145,253	767,546	20,533	788,079
Army Support for Non-Army Programs						
Strategic Programs	71	0	0	71	128	199
Support of Non-Army Orgs	7,615	518	2,153	10,286	1,359	11,645
Defense-wide Programs	11,504	83	1	11,588	10,804	22,392
Total	19,190	601	2,154	21,945	12,291	34,236
The Institutional Army						
Expeditionary Army Support	17,296	30,696	38,307	86,299	55,682	141,981
Logistics Programs	1,646	0	0	1,646	45,932	47,578
Materiel Develpmt. & Acquisition	1,726	0	0	1,726	19,779	21,505
Individ. Trng. & Education	78,618	4,189	17,305	100,112	17,930	118,042
Health Care	25,405	0	0	25,405	21,515	46,920
Military Personnel Programs	24,664	0	1,981	26,645	12,362	39,007
Army Admin. Programs	3,676	0	0	3,676	6,265	9,941
Total Army	480,000	350,000	205,000	1,035,000	212,289	1,247,289

Note: Corrections were applied to make the total Army strengths equal the control totals in the FYDP database. Corrections were needed to account for the force structure deviation and some confusion in the Individuals accounts. Active component strength was decreased by 835 in the Military Personnel Programs category. Guard and Reserve military strengths were adjusted in the Expeditionary Army Support category by +89 and – 62, respectively. Civilian strength was increased by 136 in the Expeditionary Army Support category. Other tables and all figures in the report have not been modified.

Appendix A
Army Force Management Categories
(Major Program Categories and Subcategories)

THE EXPEDITIONARY ARMY

- Divisions
- Separate Combat Units
- Corps Troops
- Theater Troops
- Special Operations Units

ARMY SUPPORT OF NON-ARMY PROGRAMS

- Strategic Programs
 - Support of Headquarters and Activities
 - International Headquarters & Activities
 - Non-DOD Activities
 - OSD & Defense Agencies
 - Joint Headquarters & Activities
- Defense-Wide Programs
 - Intelligence Programs
 - Communications Programs
 - Geophysical Sciences Program
 - Foreign Military Sales Program
 - Counternarcotics Programs
 - Chemical Agents & Munitions Destruction Program
 - Defense Environmental Restoration Program
 - Base Closure and Realignment Program
 - Antiterrorism Programs

THE INSTITUTIONAL ARMY

- Expeditionary Army Support Programs
 - Unit Training Support Programs
 - Unit Readiness Support Programs
 - Unit Support Programs
- Logistics Programs
 - Supply Programs
 - Ammunition Programs
 - Depot Maintenance Programs
 - Real Property Programs
 - Transportation Programs
 - Logistics Support Programs
- Materiel Development & Acquisition Programs
 - General Research & Development
 - Field Research & Development
 - Acquisition Programs
 - Procurement Programs
- Individual Training & Education Programs
 - Initial Entry Training Programs
 - Skill Training Programs
 - Aviation Training Programs
 - Intelligence Training Programs
 - Civilian Training & Education Programs
 - Pre-Commissioning Programs
 - Professional Military Education Programs
 - Training Support Programs

(Continued)

- Health Care Programs
 - Health Care Delivery Programs
 - Health Care Management & Research Programs
 - Health Care Training & Education Programs
 - Health Care Support Programs
- Military Personnel Programs
 - Recruiting & Processing Programs
 - Military Personnel Management Programs
 - Military Family Support Programs
 - Individuals Accounts
- Army Administration Programs

Appendix B
Assignment of Program Elements to AFMC
Program Groups and Programs

Divisions

0202111A	Heavy Divisions
0522111A	Heavy Divisions - Ar NG
0202112A	Airborne Divisions
0202113A	Air Assault Divisions
0202114A	Light Divisions
0522114A	Light Divisions - Ar NG
0532111A	Division Forces - Ar Res

**Separate
Combat Units**

0202125A	Separate Combat Units
0522125A	Separate Combat Units - Ar NG
0532125A	Separate Combat Units - Ar Res
0532127A	<i>Corps Combat Forces - Ar Res</i>

Corps Troops

0202121A	Corps Aviation
0522121A	Corps Aviation - Ar NG
0532121A	Corps Aviation - Ar Res
0202124A	Corps Air Defense
0522124A	Corps Air Defense - Ar NG
0202126A	Corps Field Artillery
0522126A	Corps Field Artillery - Ar NG
0202131A	Corps Signal
0522131A	Corps Signal - Ar NG
0532131A	Corps Signal - Ar Res
0202135A	Corps Engineer
0522135A	Corps Engineers - Ar NG
0532135A	Corps Engineers - Ar Res
0202139A	Corps Military Police
0522139A	Corps Military Police - Ar NG
0532139A	Corps Military Police - Ar Res
0202534A	Corps Military Intelligence
0522534A	Corps Military Intelligence - Ar NG
0532534A	Corps Military Intelligence - Ar Res
0202133A	Corps Support Command (COSCOM)
0522133A	Corps Support Command - Ar NG
0532133A	Corps Support Command - Ar Res
0202138A	Corps Medical
0522138A	Corps Medical - Ar NG
0532138A	Corps Medical - Ar Res
0202134A	Corps Finance and Personnel Groups
0532344A	Corps Finance and Personnel Groups
0202538A	Corps Support - Other Units
0522538A	Corps Support - Other Units - Ar NG
0532538A	Corps Support - Other Units - Ar Res

Theater Troops

0202141A	EAC - Theater Aviation
0522141A	EAC - Theater Aviation - Ar NG
0532141A	EAC - Theater Aviation - Ar Res
0202143A	EAC - Theater Logistics
0522143A	EAC - Theater Logistics - Ar NG
0532143A	EAC - Theater Logistics - Ar Res
0202144A	EAC - Theater Finance and Support Personnel Groups
0532444A	EAC - Theater Finance and Support Personnel
0202145A	EAC - Theater Engineer
0522145A	EAC - Theater Engineer - Ar NG
0532145A	EAC - Theater Engineer - Ar Res
0202148A	EAC - Theater Medical
0532148A	EAC - Medical Defense - Ar Res
0202544A	EAC - Military Intelligence
0522544A	EAC - Military Intelligence - Ar NG
0532544A	EAC - Military Intelligence - Ar Res
0202545A	EAC - Theater Signal
0522545A	EAC - Theater Signal - Ar NG
0532545A	EAC - Theater Signal - Ar Res
0532547A	EAC - Military Police - Ar Res
0202944A	EAC - Theater Defense
0202548A	EAC - Other Units
0522548A	EAC - Other Units - Ar NG
0532548A	EAC - Other Units - Ar Res
0532438A	EAC - Support Forces - Ar Res
03	Land Forces

**Special
Operations Units**

1108048A	Service Support to Special Operations Forces
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ARMY SUPPORT OF NON-ARMY PROGRAMS**Strategic
Programs**

0105690A	Service Support to Combatant HQ--SPACECOM
0105921A	Service Support to SPACECOM Activities
0101890A	Service Support to Combatant HQ--STRATCOM
0101325A	Service Support to STRATCOM Activities
0103190A	Service Support to Combatant HQ--NORAD
0103198A	Mgt HQ (US Element NORAD)
0103122A	US Element NORAD Activities
0102419A	Aerostat Joint Project Office
03	Strategic Defense

Support of Non-Army Organizations**Non-DOD
Activities**

0901518A	Service Support to Non-DoD Activities (Non-Reimb)
0901519A	Service Support to Non-DoD Actys (Reimbursable)

International Headquarters & Activities

1001004A International Activities
1001010A Miscellaneous Support to other Nations
1001018A NATO Joint STARS
1001029A Service Support to International HQ--PACOM
1001110A Service Support to Other Nations--EUCOM
1001210A Service Support to Other Nations--CENTCOM
1001310A Service Support to Other Nations--SOUTHCOM
1001410A Service Support to Other Nations--PACOM
1001490A Service Support to International HQ--NATO
1001491A Service Support to International Activities--NATO
1001510A Service Support to Other Nations--IADB
03 International Support

OSD & Defense Agencies

0901503A Service Support to OSD
0901504A Service Support to WHS
0901505A Service Support to Defense Legal Services
0901506A Service Support to Office of Economic Adjustment
0901509A Service Support to DIG
0901228A Service Support to Def Human Resources Activity
0901522DA Service Support to Def Finance & Accounting Svc
0901540A Service Support to Defense POW and MIA Activities
0708110A Service Support to DLA
0708110DA Service Support to DLA
0708115A Service Support to Defense Commissary Agency
0708115DA Service Support to Defense Commissary Agency
0208046A *Service Support to Joint Tactical C3 Agency (DISA)*

Joint Headquarters & Activities

0901507A Service Support to TJS
0201290A Service Support to Combatant HQ--JFC
0201112A Service Support to Joint Forces Command Activities
0201298A Mgt HQ (LANTCOM)
0201390A Service Support to Combatant HQ--EUCOM
0201398A Mgt HQ (USEUCOM)
0201113A US European Command (USEUCOM) Activities
0201498A Mgt HQ (PACOM)
0201490A Service Support to Combatant HQ--PACOM
0201114A US Pacific Command (USPACOM) Activities
0201690A Service Support to Combatant HQ--CENTCOM
0201138A US Central Command (CENTCOM) Activities
0201590A Service Support to Combatant HQ--SOUTHCOM
0201598A Mgt HQ (SOUTHCOM)
0201115A US Southern Command (USSOUTHCOM) Activities
0408190A Service Support to Combatant HQ--TRANSCOM
0408090DA Service Support to Combatant HQ--TRANSCOM,
DWCF
0408020DA Service Support to USTRANSCOM
0408025A Service Support to TRANSCOM Activities
1150490A Service Support to Combatant HQ--SOCOM
0502290A Service Support to Combatant HQ--SOCOM (Gd &
Res)
1150491A Service Support to SOCOM Activities
1160410A Service Support to SOCOM Acquisition Activities

1120417A	Service Support to Joint Cbt Devel Actys--SOCOM
1130429A	Service Support to Joint SOF Intell Activities
1150461A	Service Support to SOF Combatant HQ--JFC
1150463A	Service Support to SOF Combatant HQ--EUCOM
1150460A	Service Support to SOF Combatant HQ--PACOM
1150462A	Service Support to SOF Combatant HQ--CENTCOM
1150464A	Service Support to SOF Combatant HQ--SOUTHCOM
0531111A	Unified Commands
0201195A	Other Additional Activities

Defense-Wide Programs

Intelligence Programs

03	Defense-Wide Intelligence
0503911A	Intelligence Support Activities (AR)

Communications Programs

03	Communications
03	Command & Control
03	Information Management

Geophysical Sciences Program

03	Geophysical Sciences
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Foreign Military Sales Program

1002098A	Mgt HQ for Foreign Military Sales
1001019A	Service Support to DSAA
1001011A	Service Support to OSD/DSAA - Nonreimbursable
1001015A	Technology Security Functions
1002002A	Foreign Military Sales Support (Reimbursable)
1002005A	Service Support to Foreign Military Financing
1002310A	Service Support to Foreign Military Sales--CENTCOM
1002210A	Service Support to Foreign Mil Sales--SOUTHCOM

Counternarcotics Programs

0201189A	Active Army Support to CINC Counternarcotics Actys
0201141A	Service Support to Counterdrug Activities--JFC
0201190A	Svc Support to Counterdrug Combatant HQ-- SOUTHCOM
0201144A	Service Support to Counterdrug Actys--SOUTHCOM

Chemical Agent & Munition Destruction Program

0708007A	Chemical Agents & Munitions Destruction
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Defense Environmental Restoration Program

0708008A	Defense Environmental Restoration Program
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Base Closure & Realignment Program

0208004A	Base Closure and Realignment Activities
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Antiterrorism Programs

0208047A	Antiterrorism
0208170A	Svc Support to Antiterrorism Combatant HQ--EUCOM
0208172A	Svc Support to Antiterrorism Combatant HQ--PACOM
0208066A	Service Support to Antiterrorism Activities--PACOM

0208173A	Svc Support to Antiterrorism Combatant HQ--CENTCOM
0208069A	Service Support to Antiterrorism Actys--CENTCOM
0208171A	Svc Support to Antiterrorism Combatant HQ-SOUTHCOM
0208068A	Service Support to Antiterrorism Actys--SOUTHCOM
0208175A	Svc Support to Antiterrorism Combatant HQ--SOCOM

THE INSTITUTIONAL ARMY

Expeditionary Army Support Programs

Unit Training Support Programs

0208011A	CJCS Exercise Program
0202152A	Combat Training Centers
0532153A	Combat Training Centers (DIV (EXS))
0202212A	Training Area Management and Operations
0532212A	Training Area Management and Operations
0809731A	Training Support to Units
0202214A	Force Training Support
0532214A	Force Training Support
0202153A	Training Devices
0202213A	Active Component Support to Reserve Component
0522093A	Force Related Training - RC School House
0522209A	Training Operations Support

Unit Readiness Support Programs

0202218A	Force Readiness Support Activities
0532292A	Reserve Readiness Support
0509892A	Reserve Readiness Support (ARNG)
0522208A	Force Readiness Operations Support
0532208A	Force Readiness Operations Support
0202614A	Force Readiness Intelligence Support
0532218A	USAR Force Readiness Support Activities
0202219A	Force Readiness Communications Support
0532151A	Forces - Land Forces Operations Support
0532152A	USAR Land Forces Operations Support
0202150A	Land Forces Maintenance (DS/GS)
0522150A	Land Forces Maintenance (DS/GS) - Ar NG
0532150A	Maint Activity (AMSA, ECS, ASF, INT Maint) - ArRes
0202014A	<i>Tactical Support - Other Units</i>
0804774A	<i>ATC Management</i>

Unit Support Programs

0202098A	Mgt HQ
0202099A	Miscellaneous Management and Operations HQ
0522092A	STARC Headquarters Support
0202096A	Base Ops
0522096A	Base Ops - Ar NG
0505896A	Base Ops (ARNG)
0532096A	Base Ops - Ar Res
0208095A	Base Communications - General Purpose Forces
0528095A	Base Comm - General Purpose Forces - Land Forces
0532095A	Base Comm - General Purpose Forces - Land Forces

0523126A	Long-Haul Communications - Ar NG
0533126A	Long-Haul Communications - Ar Res
0202079A	Real Property Services (RPS)
0522079A	Real Property Services (RPS) - ArNG
0532079A	Real Property Services (RPS) - AR Res
0208093A	Demolition/Disposal of Excess Facilities
0528093A	Demolition/Disposal of Excess Facilities - Ar NG
0508093A	Demolition/Disposal of Excess Facilities - AR Res
0505976A	Minor Constr (RPM) - Army Reserve
0505978A	Maint and Repair (RPM) - Army Reserve
0202056A	Environmental Compliance
0522056A	Environmental Compliance (ECAP)
0532056A	Environmental Compliance (ECAP)
0208853A	Environmental Conservation
0528853A	Environmental Conservation - Ar NG
0538853A	Environmental Conservation
0208854A	Pollution Prevention
0522054A	Pollution Prevention
0532054A	Pollution Prevention
0202178A	Facilities Sustainment - General Purpose Forces
0502278A	Facilities Sustainment - ArNG
0502578A	Facilities Sustainment - ARes
0202176A	Facilities Restoration & Modernization - GP Forces
0401976A	Facilities Restoration & Modernization - Mobility
0208090A	Visual Information Activities - Tactical
0208610A	Info Mgt - Automation - Program 2
0528610A	Information Management - Ar NG
0505912A	Info Mgt - Army Reserve
0538610A	Information Management
0532021A	Life Cycle Contractor Support

Logistics Programs

Supply Programs

0708202DA	Supply Management
0701120A	End Item Supply Depot Support
0701121A	End Item Inventory Control Point Operations
0701122A	End Item Procurement Operations
0701123A	<i>Sustainment Systems Technical Support (SSTS)</i>
0202217A	Cent Issue Facilities/Initial Issue: Org CI & Eq
0208031A	WRM - Equipment/Secondary Items
0702892A	Troop Issue Subsistence Support

Ammunition Programs

0708041A	Conventional Ammunition Management
0208030A	WRM - Ammunition
0406030A	WRM - Ammunition
0208082A	Training Standard Ammunition
0208083A	Training Unique Ammunition

Depot Maintenance Programs

0702207A	Depot Maintenance (Non-IF)
0522207A	Depot Maintenance - Ar NG

0532207A Depot Maintenance
0708212DA Depot Maintenance - Ordnance
0708213DA Depot Maintenance - Other

Real Property Programs

0902798A Mgt HQ (Construction)
0708018A Real Estate and Construction Administration
0901211A Construction (Planning and Design)

Transportation Programs

0408010DA Transportation
0406029A Army Strategic Mobility Program (ASMP)
0708010A Second Destination Transportation
0530155A Second Destination Transportation (USAR Install)
0708028A Other Transportation Related Activities

Logistics Support Programs

0702898A Mgt HQ (Logistics)
0702829A Logistics Administrative Support
0702896A Base Ops - Logistics
0702895A Base Communications - Logistics
0702876A Minor Constr (RPM) - Logistics
0702879A Real Property Services (RPS) - Logistics
0702978A Facilities Sustainment - Logistics
0702856A Environmental Compliance
0708053A Environmental Conservation
0708005A Disposal of Radioactive Waste/Unwanted Material
0708054A Pollution Prevention
0702893A Demolition/Disposal of Excess Facilities-Logistics
0702890A Visual Information Activities - Logistics
0708610A Info Mgt - Automation - Program 7
0708012A Logistics Support Activities
0708042A Chemical Biological Management
0708072A Joint Logistics Program - Continuous Acq & Log Spt

Materiel Development & Acquisition Programs

General Research & Development

06 Science & Technology Program
06 Undistributed Dem/Val, EMD Programs
06 Information Management
06 Strategic Offense
06 Strategic Defense
06 Land Forces
06 Theater Missile Defense
06 RDT&E Management & Support
06 Geophysical Sciences
06 International Support
06 Medical

Field Research & Development

0202021A Contractor Logistics Support/Other Weapon Support
0203726A Advanced Field Artillery Tactical Data System
0203735A Combat Vehicle Improvement Programs

0203740A Maneuver Control System
 0203743A 155mm Self-Propelled Howitzer Improvements
 0203744A Aircraft Modifications/Product Improvement Program
 0203745A *Weapons and Munitions Equipment Upgrade Prog (H)*
 0203752A Aircraft Engine Component Improvement Program
 0203755A Field Artillery Ammunition Support Vehicle
 0203758A Digitization
 0203759A Force XXI Battle Command, Brigade & Below (FBCB2)
 0203761A Force Twenty-One (XXI) Warfighting Rapid Acq Prog
 0203801A Missile/Air Defense Product Improvement Program
 0203802A Other Missile Product Improvement Programs
 0203808A TRACTOR CARD
 0208010A *Joint Tactical Communications Program (TRI-TAC)*
 0208053A *Joint Tactical Ground System*

Acquisition Programs

0909298A Mgt HQ - Svc Acq Exec
 0702698A Mgt HQ - Svc Acq Exec Chartered Programs
 0702805A Defense Standardization Program
 0702806A Acquisition and Management Support
 0702808A Acquisition Support to Program Executive Officers
 0406045A End Item Industrial Preparedness Activities
 0708045A End Item Industrial Preparedness Activities
 0718040A Support of Industrial Facilities and Preparedness
 0804753A Acquisition Training
 0528090A Audiovisual & Visual Info Production, Acquisition
 0538090A Audiovisual & Visual Info Production, Acquisition

Procurement Programs

0210100A Aviation Procurement - AA
 0210101A BlackHawk UH60L (MDAP 156) - AA
 0210102A LONGBOW APACHE TA and FCS System (MDAP 831) - AA
 0210104A Cargo Helicopter CH-47D Upgrade (MDAP 278) - AA
 0210108A Threat Countermeasures ATIRCM (MDAP 219) - AA
 0210109A LONGBOW HELLFIRE Missile System (MDAP 541) - AA
 0210300A Nuclear Biological Chemical Procurement - AA
 0210600A Fire Support Procurement - AA
 0210601A CRUSADER (MDAP 557) - AA
 0210602A MLRS Upgrade (MDAP 260) - AA
 0210604A ATACMS-BAT BLOCK II/IIA/BAT/P3I (MDAP 545)- AA
 0210605A SADARM (MDAP 735)
 0210606A AFATDS (MDAP 526) - AA
 0211700A Maneuver Procurement - AA
 0211702A Abrams Tank Upgrade (MDAP 575) - AA
 0211703A Javelin (MDAP 280) - AA
 0211704A Land Warrior (MDAP 287) - AA
 0214400A Air Defense Procurement - AA
 0214401A Patriot Air Defense System PAC-3 (MDAP 148)
 0214403A FAAD C2I (MDAP 580) - AA
 0215500A Mobility Procurement - AA
 0216300A Combat Service Support Procurement - AA
 0216301A FMTV (MDAP 746) - AA

0219900A	Other Procurement - AA
0220100A	Aviation Procurement - ARNG
0220101A	BlackHawk UH60L (MDAP 156) - ARNG
0220600A	Fire Support Procurement - ARNG
0220601A	CRUSADER (MDAP 557) - ARNG
0220606A	AFATDS (MDAP 526) - ARNG
0221700A	Maneuver Procurement - ARNG
0221703A	Javelin (MDAP 280) - ARNG
0224400A	Air Defense Procurement - ARNG
0224403A	FAAD C2I (MDAP 580) - ARNG
0225500A	Mobility Procurement - ARNG
0226300A	Combat Service Support Procurement - ARNG
0226301A	FMTV (MDAP 746) - ARNG
0229900A	Other Procurement - ARNG
0230100A	Aviation Procurement - USAR
0230300A	Nuclear Biological Chemical Procurement - USAR
0235500A	Mobility Procurement - USAR
0236300A	Combat Service Support Procurement - USAR
0236301A	FMTV (MDAP 746) - USAR
0239900A	Other Procurement - USAR

Individual Training & Education Programs

Initial Entry Training Programs

0804711A	Recruit Training Units
0804761A	Integrated Recruit and Skill Training Units

Skill Training Programs

0804731A	General Skill Training
0508893A	Professional and Skill Progression Training (ARNG)
0532293A	Professional and Skill Progression Training

Aviation Training Programs

0804741A	Undergraduate Pilot Training (UPT)
0804743A	Other Flight Training
0804773A	ATC/Ground Support of Aviation Flight Training

Intelligence Training Programs

0804733A	General Intelligence Skill Training
0804734A	Cryptologic/SIGINT- Related Skill Training
0804737A	Defense Foreign Language Training

Civilian Training & Education Programs

0808751A	Civilian Training, Education, and Development
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Pre-Commissioning Programs

0804721A	Service Academies
0804722A	Officer Candidate/Training Schools (OCS/OTS)
0804723A	Reserve Officers Training Corps (ROTC)
0809721A	Junior ROTC

Professional Military Education Programs

0804750A Service Support to National Defense University
0804751A Professional Military Education
0804752A Other Professional Education

Training Support Programs

0805798A Mgt HQ (Training)
0804771A Support of the Training Establishment
0804772A Training Developments
0804774A ATC Management
0805796A Base Ops - Training
0805896A Base Ops - Service Academies
0805795A Base Communications - Training
0805895A Base Comm - Service Academies
0805779A Real Property Services (RPS) - Training
0805879A Real Property Services (RPS) - Service Academies
0805093A Demolition/Disposal of Excess Facilities -Training
0805756A Environmental Compliance - Training
0805856A Environmental Compliance - Service Academies
0805753A Environmental Conservation - Training
0805853A Environmental Conservation - Service Academies
0805754A Pollution Prevention - Training
0805854A Pollution Prevention - Service Academies
0805976A Facilities Restoration & Modernization -Training
0806076A Facilities Restoration & Modernization -Svc Acad
0805978A Facilities Sustainment - Training
0806078A Facilities Sustainment - Service Academies
0805790A Visual Information Activities - Training
0805890A Visual Information Activities - Service Academies
0808610A Info Mgt - Automation - Program 8

**Health Care
Programs****Health Care Delivery Programs**

0807700A Defense Medical Centers, Station Hospitals - CONUS
0807900A Defense Medical Centers, Station Hospitals -
OCONUS
0807715A Dental Care Activities - CONUS
0807915A Dental Care Activities - OCONUS
0807760A Veterinary Services
0807714A Other Health Activities
0807718A Service Support to Other Health Activities--JFC
0807730A Service Support to Other Health Actys--TRANSCOM

Health Care Management & Research Programs

0807705A Military Public/Occupational Health
0807709A TRICARE Management Activity
0807785A Armed Forces Institute of Pathology (AFIP)
0807724A Military Unique Requirements - Other Medical

Health Care Training & Education Programs

0806721A USUHS
0806761A Education and Training - Health Care

Health Care Support Programs

0807798A Mgt HQ (Health Care)
0807796A Base Ops - CONUS - Health Care
0807795A Base Communications - CONUS - Health Care
0807779A Real Property Services (RPS) - CONUS - Health Care
0807756A Environmental Compliance - Health Care
0806278A Facilities Sustainment - CONUS Health Care
0807790A Visual Information Activities - Medical
0808610A Info Mgt - Automation - Program 8

**Military
Personnel
Programs****Recruiting & Processing Programs**

0801711A Recruiting Activities
0508891A Recruiting Activities (ARNG)
0508991A Recruiting Activities (AR)
0801712A Advertising Activities
0508899A Advertising Activities (ARNG)
0508999A Advertising Activities (AR)
0801713A Examining Activities
0801720A Examining Activities - Health Care
0801715A Recruiting & Examining Data Processing Activities
0801714A Personnel Processing Activities
0801896A Base Ops (Mil Entrance Processing Station Leases)
0801996A Base Ops (Recruiting Station Leases)

Military Personnel Management Programs

0808709A Army Personnel Management & Support Activities
0509993A Personnel Administration (AR)
0808716A Other Personnel Activities
0808707A Correctional Facilities
0809732A Off-Duty and Voluntary Education Programs
0809733A Veterans Educational Assistance Program (VEAP)
0809734A Army Career Alumni Program (ACAP)
0808789A Counterdrug Demand Reduction Activities
0523889A Counter Drug - Ar NG
0535889A Counter Drug Activities
0808795A Base Comm - Other General Personnel Activities
0809790A Visual Information Activities - Other Program 8

Military Family Support Programs

0208720A Family Centers
0708720A Family Centers
0805720A Family Centers - Service Academies
0528720A Family Centers (ARNG Community Services)
0538720A Family Centers (Army Reserve Community Services)
0808710A Community and Family Support Activities
0208719A Child Development
0708719A Child Development
0808719A Child Development
0805719A Child Development - Service Academies
0528719A Child Development Services (ARNG)
0808741A Family Housing - New Construction

0808742A	Family Housing - Improvements
0808743A	Family Housing - Debt Payments
0808744A	Family Housing - Leasing
0808745A	Family Housing - Operations
0808745A	Family Housing - Operations
0808746A	Family Housing - Maintenance

**Individuals
Accounts**

0808721A	Personnel Holding Account
0808722A	Force Structure Deviation
0808731A	Permanent Change of Station Travel
0808732A	Transients
	Cadets
	Students
	Trainees
	Pipeline (Paid)

Army Administration Programs

0902398A	Mgt HQ (Departmental)
0509898A	Mgt HQ (ARNG)
0509998A	Mgt HQ (Army Reserve)
0902498A	Mgt HQ (Administrative)
0901298A	Mgt HQ (Public Affairs)
0901214A	Public Affairs
0508995A	Field Activities - Public Affairs
0808705A	Service Support to Armed Forces Information Svc
0808711A	American Forces Info Service-Field Activities
0902598A	Mgt HQ (Criminal Investigation)
0901520A	Criminal Investigations
03	Security & Investigative Functions
03	Departmental
0208015A	Combat Developments
0208018A	Other Combat Development Activities
0901396A	Base Ops - Real Estate Leases - Admin
0901295A	Base Communications - Administrative
0902490A	Visual Information Activities - Administrative
0908610A	Info Mgt - Automation - Program 9
0901585A	Pentagon Reservation
0901212A	Service-Wide Support (Not Otherwise Accounted For)

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14. ABSTRACT This report examines the Army's mission and functions to determine a useful way to report and analyze the Institutional Army—that part of the Army that supports the Title 10 responsibilities of the Army. The Army is divided into three major parts. The Expeditionary Army consists of deployable units available to the unified commands to wage war in theaters of operation. The second part of the Army consists of those units, personnel, and funds that are applied to missions that do not contribute to land combat power or the Title 10 responsibilities. These non-Army missions include provision of personnel to joint headquarters and activities and the conduct of DoD-wide missions. The Institutional Army forms, maintains, and sustains the units for the Expeditionary Army and the personnel for non-Army programs. The Future Years Defense Program database for the FY2002 Budget Estimate Submission is the source of personnel strengths at the program element level of detail for active, Guard, and Reserve military personnel and for civilian employees. Program elements are arrayed to provide logical aggregations for the Expeditionary Army, Support to non-Army Programs, and the Institutional Army. The resulting groups of program elements are called the Force Management Categories and are offered as a good basis for planning and designing the Army.					
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